DOCUMENT RESUME

ED 132 365 CE 009 094

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TITLE Sunbelt States Reap GI Bill Bonanza. Eastern and Midwestern Vietnam Veterans Lose Scholarship Opportunities.
INSTITUTION Veterans Education and Training Service, Washington, D.C.
SPONS AGENCY National League of Cities, Washington, D.C.; United States Conference of Mayors, Washington, D. C.
PUB DATE 8 Dec 76
NOTE 42p.
AVAILABLE FROM Stuart Feldman, Suite 931, 1346 Connecticut Avenue, N.W., Washington, D.C. 20036

EDRS PRICE MF-$0.83 HC-$2.06 Plus Postage.
DESCRIPTORS *Educational Finance; *Educational Legislation; Educational Opportunities; *Federal Legislation; *Financial Needs; Financial Problems; Government Role; Post Secondary Education; *State Aid; *Veterans; Veterans Education

ABSTRACT

The major issue covered in this report involves the unequal distribution of GI Bill education benefits in different states. It is noted that since differences in state tuition charges are not recognized, veterans in Eastern and Midwestern high-tuition states have a harder time using education and training opportunities than veterans in Sunbelt lower-tuition Western and Southern states. Major findings resulting from investigation of this issue are covered under the headings (1) General Discussion, (2) Geographic Differences Discussed, (3) Legislative Formula Produces Unexpected Results, (4) Inadequacies of the Present GI Bill for All Veterans, and (5) The Means to Provide an Adequate GI Bill for All Veterans. A final recommendation calls for corrective action by means of tuition equalizer legislation passed either by the Congress or by individual Eastern and Midwestern states to give all veterans the same chance at education. A list of tuition and fees at 4-year public colleges (1976-77), a "Washington Post" article on the GI Bill, and a news release summarizing this report are appended. (WL)

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SUNBELT STATES REAP GI BILL BONANZA

Eastern and Midwestern Vietnam Veterans Lose Scholarship Opportunities

December 8, 1976

A Consultant Report

BY: Stuart F. Feldman, Esquire
For the Veterans Education
and Training Service (VETS)

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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SUNBELT STATES REAP GI BILL BONANZA -- SUMMARY

Vietnam veterans are a major concern of the nation's Mayors. Some 7,900,000 men served the nation during the Vietnam era. Many returned to cities in large numbers, seeking employment and education. The full paper makes a number of findings, which can be summarized as follows:

1. Geography Controls GI Bill Use. Under the formula of today's $5,000,000,000 per year GI Bill, all single veterans get the same flat monthly sum -- $292 -- to pay for education and living costs. The World War II GI Bill provided a subsistence payment of $75 per month, and a separate payment for tuition, books and supplies of up to $500 per year, direct to the education institution. With differences in state tuition charges now unrecognized, veterans in Eastern and Midwestern high-tuition states have a harder time using valuable education and train'ng opportunities than veterans in Sunbelt lower cost of education Western and Southern states. Veterans served under uniform national draft criteria; yet whether or not they can use their GI Bill depends upon the structure of their state's postsecondary education system.

A veteran can attend San Francisco State and spend only 15.1% of his GI Bill for education. He's left with $2,230 for subsistence, or $248 per month. A veteran from the same company may have returned to Philadelphia, where he will have to spend $1,130 for education, or 57% of his GI Bill, leaving him with $126 per month for subsistence. This is a leading reason why 52.5% of California's veterans have used the GI Bill to attend college or junior college, while only 19.7% of Pennsylvania's veterans have done so. Sunbelt states' veterans, as a result, used 45.6%, or $3,658,000,000 more in federal GI Bill scholarships, than did an almost equal number of Eastern and Midwestern state veterans -- $11,664,000,000 to $8,006,000,000. And, while the seven states comprising the Coalition of Northeastern Governors have 21.3% of the nation's veterans, those veterans used only 10.3% of the nation's GI Bill expenditures.

KEY GI BILL STATISTICS IN LARGE STATES (FY 68-76)

States Ranked by Vet Population	GI Bill Pmts. FY 68-76	Public College Tuition	2 & 4 Yr. Col. GI Bill Use Rate	Per Capita Pmts. 68-76	Viet Vet Population
California	$3,173,600,000	$189-667	52.5%	$3484	911,000
New York	1,124,300,000	850-1000	30.4%	1973	570,000
Texas	1,235,600,000	280-460	37.4%	2740	451,000
Pennsylvania	781,300,000	876-1300	19.7%	1768	442,000
Ohio	747,200,000	663-870	23.4%	1822	410,000
Illinois	900,600,000	440-687	29.6%	2292	393,000
Michigan	762,500,000	627-1052	31.8%	2290	333,000

2. Normal Legislative Issues Ignored. Basic federal legislative issues were not raised when a reenacted GI Bill was passed in 1966 because the crucial question was whether there was to be a GI Bill at all. Congress selected the Korean War rather than the World War II formula and inadvertently an unstated matching requirement that a veteran have access to low-cost public education. Largely because this ratio was unstated and because no education institution or supply-side incentives were built into the legislation, Eastern and Midwestern veterans have yet to use the benefits at the same rates as Sunbelt veterans.

3. Federal or State Corrective Action Needed. If all veterans are to have equal educational buying power, action is needed. Safeguards against abuses must be built in. Such legislation passed the U.S. Senate in 1974 only to die in conference.

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APPENDIX A

TUITION AND FEES AT FOUR-YEAR PUBLIC COLLEGES (1976-77)

SUNBELT STATES REAP GI BILL BONANZA

Eastern and Midwestern Vietnam Veterans Lose Scholarship Opportunities

Sunbelt states' veterans have used billions of dollars more in GI Bill education benefits than their compatriots who returned to Eastern and Midwestern states. An analysis of FY 68-76 GI Bill spending data and cumulative participation rates for GI Bill use confirm earlier studies' findings (including a 1974 version of this report) that a Vietnam veterans' chances of using the GI Bill turn on what state he lives in. Geography controls, because the formula of today's GI Bill, unlike World War II's Bill, ignores state differences in education costs. The legislative formula under which some $19,670,000,000 has been spent since FY 67 inadvertently minimizes many veterans' use of what was presumably meant to be equally available deferred compensation for military service. Prime examples include:

1. The Sunbelt states with almost the same number of veterans used 45.6% or $3,658,000,000 more in federally financed GI Bill scholarships than did Eastern and Midwestern states, $11,664,000,000 to $8,006,000,000;

2. The states included in the newly formed Coalition of Northeastern Governors are the home of 1,683,000 veterans or 21.3% of the nation's Vietnam veterans but only received $2,035,762,000 or 10.3% of the nation's total GI Bill spending. These figures represent a mortgage on the future of the Northeast;

3. In figures that have substantial implications for the future quality of their work force, veterans in Sunbelt states used the GI Bill in far higher numbers to attend college and junior colleges, and similar figures apply to GI Bill use for vocational and technical training;

GI BILL 2 & 4 YEAR COLLEGE USE RATES

Arizona	54.1%
California	52.5%
Texas	37.4%
New York	30.4%
Ohio	23.4%
Pennsylvania	19.7%

4. Use of the one-payment Korean War GI Bill formula rather than the two-payment WW II system, which reflected differences in state cost of education, and took into account the needs of the institutional or supply side of the education market, meant that veterans in high-cost-of-education states in the East and Midwest had far fewer dollars on which to subsist after paying tuition and only limited access to junior colleges. For example: The veteran attending San Francisco State has $248.00 per month or 84.9% of his GI Bill on which to live after paying education costs, while a Philadelphia veteran attending Temple University, the city's public four-year institution, is left with 43% of his GI Bill, or only $126 a month to live on. California also has 1,113,000 public junior college places while Pennsylvania has only 69,000; and

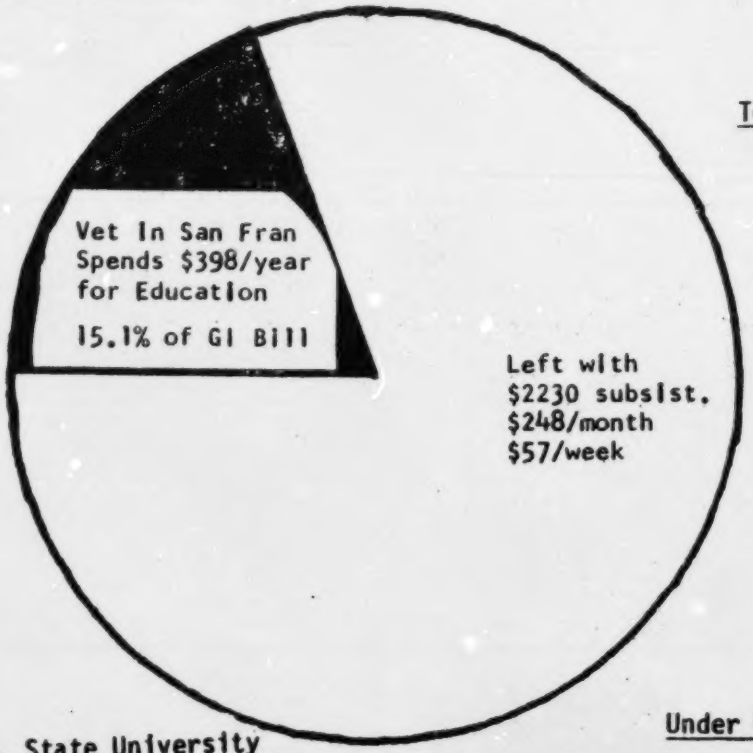
5. Californians used $3,173,570,000 in GI benefits between FY 68 and 76, with more dollars being spent in FY 76 than ever before. New York's 567,000 veterans, whose total is 63% of California's 891,000 veteran population, used only $1,124,000,000. If New Yorkers used the benefits at the same rate as Californians, close to another billion dollars in scholarships, or $876,000,000, would have flowed into the state. Similar figures apply to other Eastern and Midwestern states.

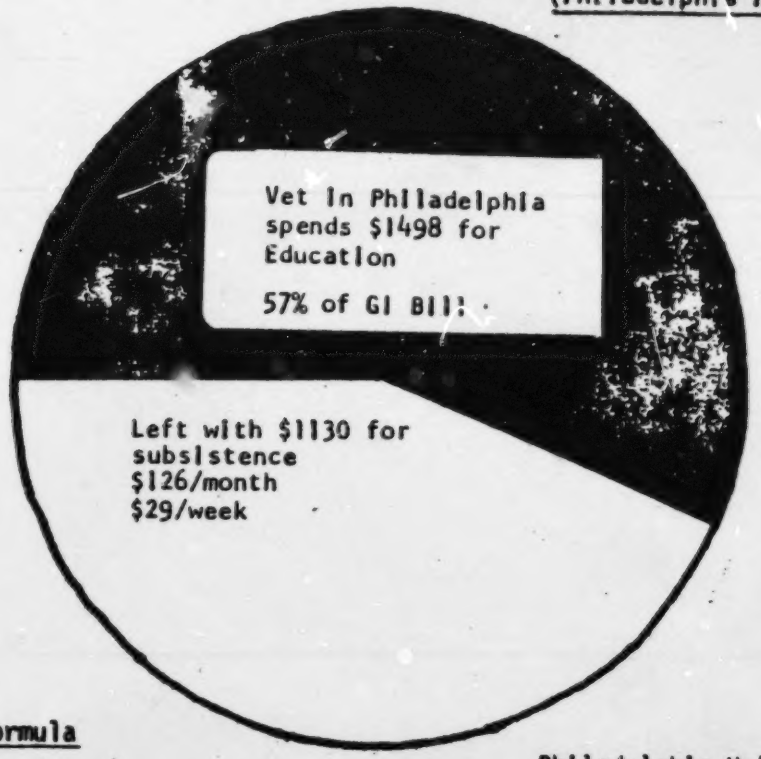
TODAY'S GI BILL YIELDS VETS IN DIFFERENT STATES
VARYING SUMS FOR LIVING COSTS:
WORLD WAR II BILL TREATED ALL VETS EQUALLY

CAL. State University

Temple university
(Philadelphia Publ

Today's GI Bill

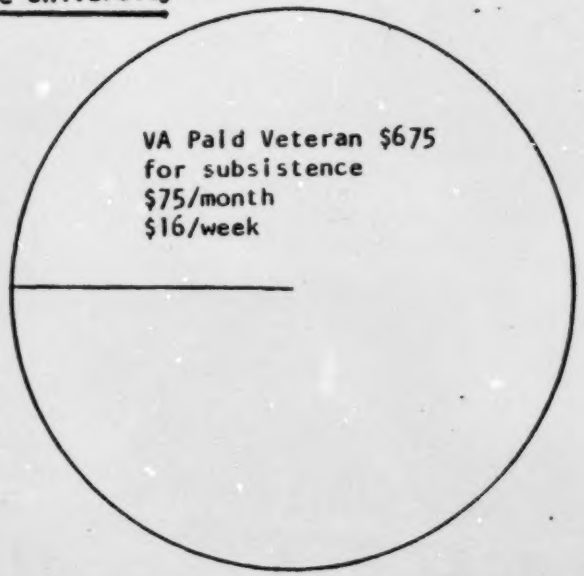




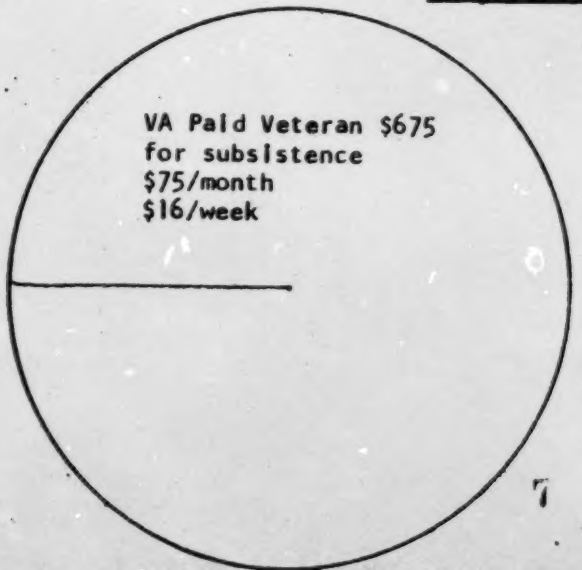
Under WW II GI Bill Formula

CAL. State University

Philadelphia Univer



Tuition paid to College
directly by VA



While the draft ignored state lines, for many veterans the $5,000,000,000 (FY 76) GI Bill stops at theirs. Equal military service thus provides unequal educational opportunities. Every unmarried World War II vet had the same federal GI Bill benefits for subsistence -- $75 per month. Married veterans under both bills get more. This was because a separate $500 maximum payment was made directly to the veteran's educational institution to cover his costs of tuition, books and supplies. Under today's GI Bill, each vet must meet all costs, including education costs and living costs, out of a single payment of $292 per month. This figure is the fifth increase from the $100 per month* figure set when the GI Bill was reenacted in 1966 -- at a figure lower than the $110 per month paid to a Korean War veteran in 1955.

State tuition variances, as well as particular states' reliance on public rather than private educational systems, which made no difference to the World War II vet, make all the difference to today's vet. For example, a veteran at Temple University, the public college in Philadelphia, would have to pay $1,498 for tuition, fees and books. A veteran attending San Francisco State University would only have to pay $200 tuition. When coupled with expenditures for average book and supply costs, this means that the California vet, who may have served in the same company with the Philadelphia vet, has to spend only 15.1% of his yearly GI Bill benefits for education costs--while the Philadelphia vet spends 57% of his benefits. The California vet has $122 more per month to apply to his living expenses (see pie chart).

The desire for education, according to studies, is uniformly high across the nation. A 1974 study done by Daniel Yankelovich (Changing Youth Values in the 70's), and a study by the Trans-Century Corporation for the OMB, show that Vietnam veterans were dissatisfied with the amount and kind of education they had. Ben Wattenberg, in his book, The Real America, cites a study which asked adult Americans what they would do differently if they had their lives to live over again. Forty-three percent of the adults interviewed said they would get more education -- far and away the largest category. Many more Sunbelt veterans are realizing these ambitions through the GI Bill.

Meanwhile, veterans' unemployment rates among young veterans remains high: The third quarter number of unemployed veterans totaled 450,000. The GI Bill is thus an important counter-recessionary tool that is an investment in human capital as contrasted with unemployment compensation which is purely maintenance money. States can take steps to exploit it as such, since Congress must make more funds available as more veterans enroll under the terms of this open-ended authorization. Thus, Sunbelt states have taken no dollars away from the states of the East and Midwest, which could have increased their payments by either passing matching legislation or administering their education and training system aggressively to help their veterans make up for GI Bill inadequacies.

Because the Vietnam War has been over since March of 1973 as far as American participation is concerned, this study may seem to be interesting solely as a historical examination of the phenomenon whereby the Sunbelt takes advantage of the East and Midwest. However, the situation continues to be of practical importance because 6,200,000 veterans remain eligible for the GI Bill. All veterans have to exhaust their benefits within 10 years of their discharge. Congress just terminated GI Bill eligibility under the present program, beginning January, 1977 for persons who enter the service on or after that date. In the last two years $9,200,000,000, or close to 50% of total GI Bill spending

* GI Bill payment levels: 1967 - $130/month; March 1970 - $175/month; October 1972- $220/month; December 1974 - $270/month; October 1976 - $292/month.

since FY 68, took place. So, substantial sums will continue to be paid from the federal treasury for GI Bill scholarships for the next five years, and more sums will be forthcoming for a new post-Vietnam GI Bill included in the recent legislation.

The World War II GI Bill covered effectively tuition, wherever the vet's desire and ability took him. All public colleges', and 89% of private colleges', tuition was covered. Harvard charged only $600 a year in 1949. Unused portions of the 48 months' entitlement could be used to cover costs in excess of the $500 per year tuition allowed. Private colleges today charge an average of $2,329 per year, and are thus completely out of reach for Vietnam vets lacking family resources. Public college costs range from California's free junior colleges and $ 190 per year State University to between $627 and $1,300 in accessible public colleges in many states of the East and Midwest. But it appears that public colleges in the East filled up with people from families that might previously have gone to private colleges but because of high costs now choose public education. Thus, many open spaces for veterans were in private colleges which were out of reach financially, another catch 22 situation.

GEOGRAPHIC DIFFERENCES DISCUSSED

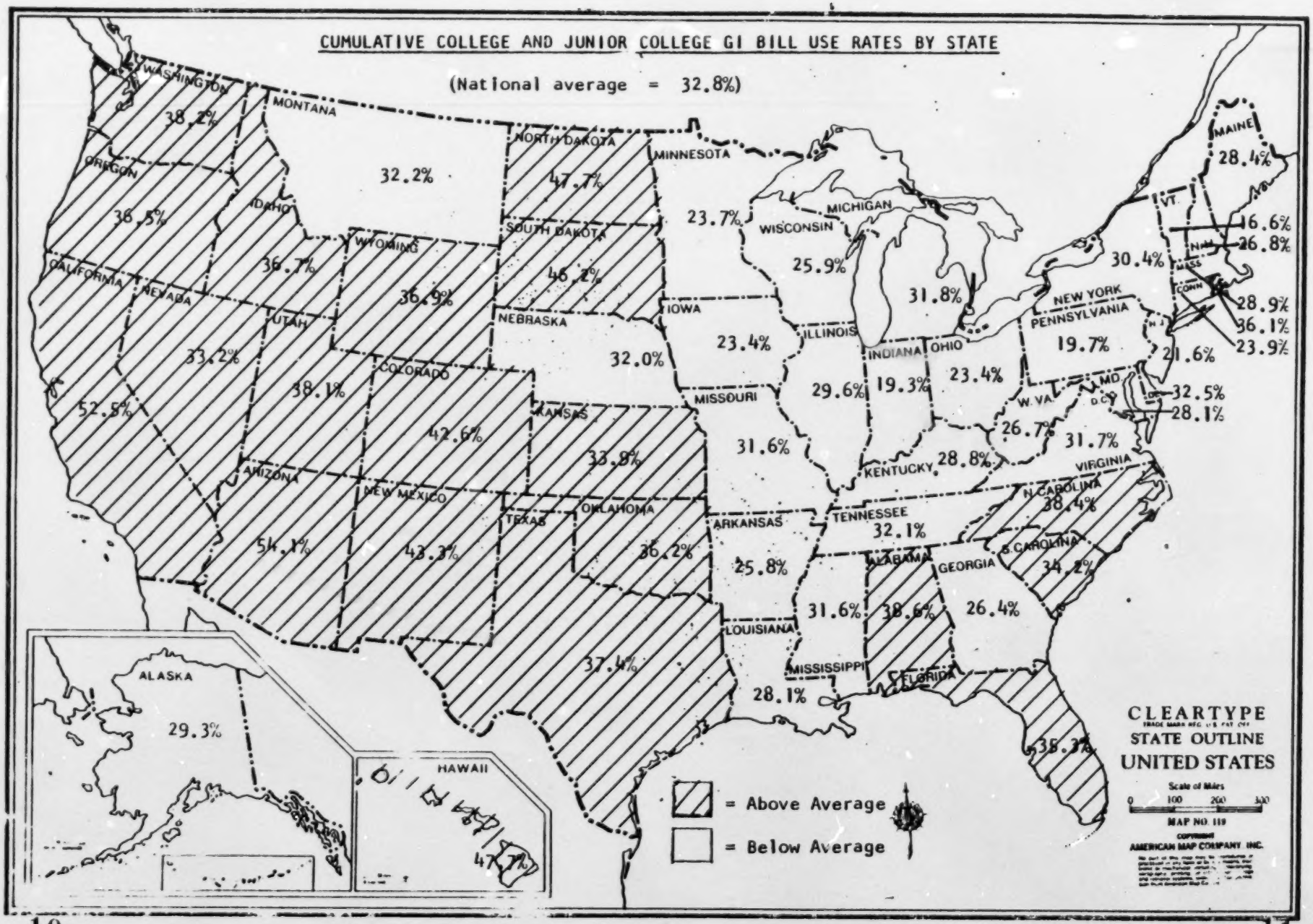
The result of the change in GI Bill formula from the World War II system of two payments to the Korean and Vietnam system of one payment did not become apparent or important until the Vietnam War figures were examined on a state-by-state basis, and geographic use patterns perceived first in 1973.

Until the last 10 years, public college costs were, on the average, very low; while private college costs had begun their rise, which outpaced the general inflation. Texas and Pennsylvania with almost the same number of Vietnam vets -- 441,000, 433,000 -- and Ohio, with 400,000, presumably would use roughly the same number of GI Bill dollars. Yet there has been enormous variation. The veterans in these three states, in FY 76 alone, used $319,000,000; $156,000,000; and $171,000,000, respectively. College and junior college GI Bill participation rates through FY 76 were 37.4% in Texas, 19.7% in Pennsylvania, and 23.4% in Ohio, compared with a 52.5% rate in California -- 2nd highest in the nation.

The discrepancies in GI Bill use prompted Saul Friedman of the Knight Newspapers to write in 1974 that "If you're a veteran in Pennsylvania, Michigan or Ohio and you want an education, you'd better move to Texas or California." He continued, "The populous Eastern and Midwestern states are getting the short end of the GI Bill." That continues to be an apt description, despite increases in GI Bill annual spending from $3,249,000,000 in FY 74 to $5,028,000,000 in FY 76.

The Sunbelt states of the South and West show a 45.6% or $3,658,000,000 dollar advantage in GI Bill use despite a veteran population of 4,003,000, only slightly greater than the East and Midwest total of 3,891,000. Percentage participation rates also are dramatically higher, for most kinds of education and training. The GI Bill covers vocational (which in some states is offered in junior colleges), on-the-job, correspondence and other types of education and training.

The figures illustrating GI Bill use in the seven states with 43% of the Viet vet population follow:


CUMULATIVE COLLEGE AND JUNIOR COLLEGE GI BILL USE RATES BY STATE
(National average = 32.8%)
WASHINGTON
38.2%
OREGON
36.5%
CALIFORNIA
52.5%
NEVADA
33.2%
IDAHO
36.7%
MONTANA
32.2%
WYOMING
36.9%
UTAH
38.1%
ARIZONA
51.1%
COLORADO
42.6%
NEW MEXICO
43.3%
NORTH DAKOTA
47.7%
SOUTH DAKOTA
46.2%
NEBRASKA
32.0%
KANSAS
33.8%
OKLAHOMA
36.2%
TEXAS
37.4%
MINNESOTA
23.7%
IOWA
23.4%
MISSOURI
31.6%
ARKANSAS
25.8%
LOUISIANA
31.6%
WISCONSIN
25.9%
ILLINOIS
29.6%
MICHIGAN
31.8%
INDIANA
19.3%
OHIO
23.4%
KENTUCKY
28.8%
TENNESSEE
32.1%
MISSISSIPPI
28.1%
ALABAMA
38.6%
GEORGIA
26.4%
FLORIDA
35.3%
S. CAROLINA
34.2%
N. CAROLINA
38.4%
VIRGINIA
31.7%
W. VA.
26.7%
PENNSYLVANIA
19.7%
NEW YORK
30.4%
MD.
32.5%
D.C.
28.1%
DEL.
21.6%
N.J.
28.9%
MASS.
26.8%
VT.
16.6%
MAINE
28.4%
CONN.
36.1%
R.I.
23.9%
ALASKA
29.3%
HAWAII
47.7%
= Above Average
= Below Average
CLEARTYPE
STATE OUTLINE
UNITED STATES
Scale of Miles
0 100 200 300
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LARGE STATES' GI BILL PAYMENTS AND VETERAN POPULATIONS
COMPARED TO CALIFORNIA (FY 76)

	GI BILL Pmts. FY 76	State GI Bill Pmts. as % of Calif. GI Bill Pmt.	State Vet Pop. as % of Calif. Vet Pop.	Add'l State GI Bill Pmts. if use at Calif. Rate
California	$789,250,000			
New York	270,770,000	34.3%	- 63.0%	$ 226,520,000
Texas	318,580,000	40.4%	- 49.5%	71,820,000
Pennsylvania	156,300,000	19.8%	- 48.6%	227,300,000
Ohio	171,480,000	21.7%	- 44.9%	183,100,000
Illinois	202,000,000	25.6%	- 43.2%	138,900,000
Michigan	194,830,000	24.7%	- 36.5%	93,130,000
			TOTAL	$ 940,770,000

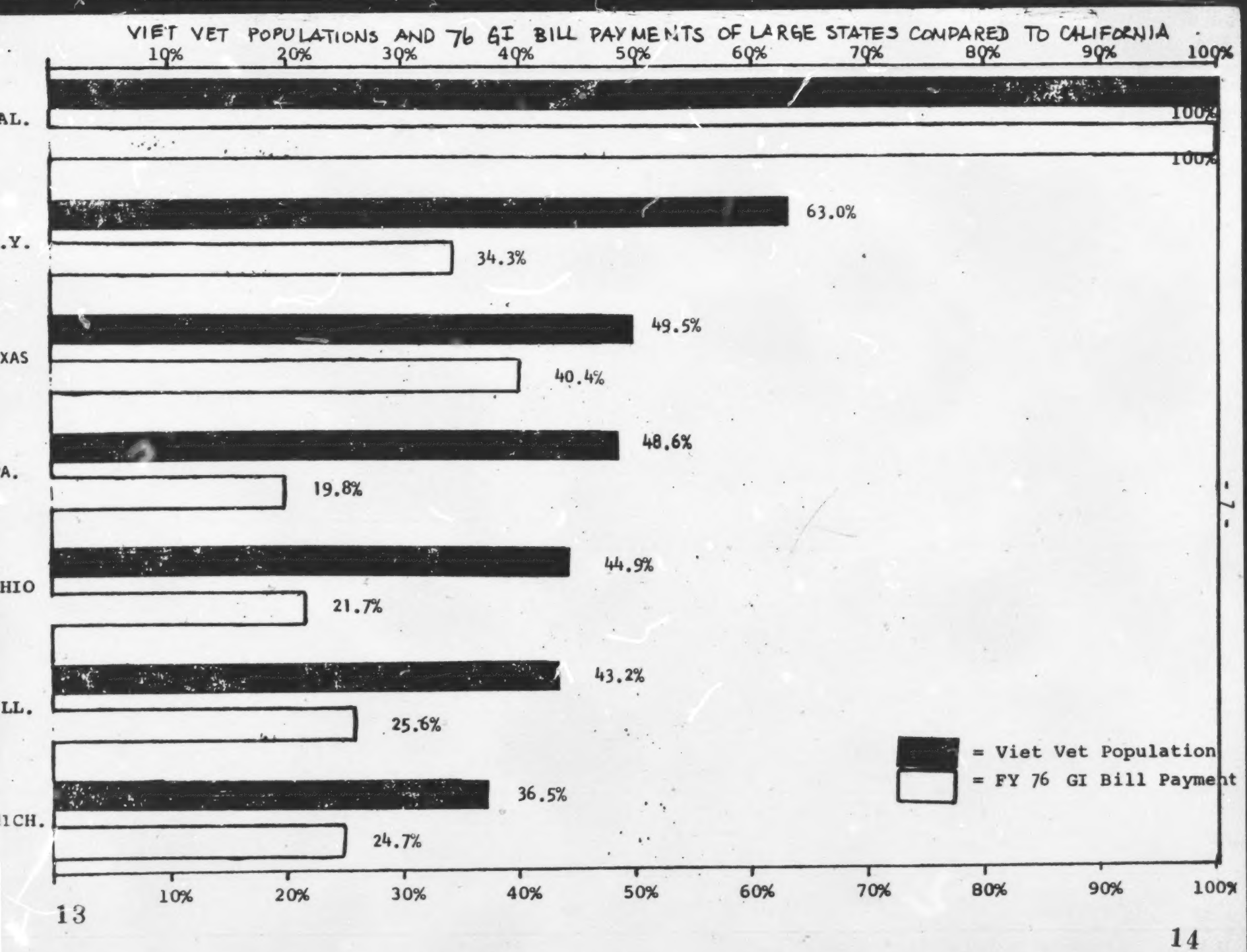
On a cumulative basis, the results are magnified. New York's 561,000 vets have used $2,049,300,000 less in benefits than the 891,000 vets in California have used -- $3,173,600,000 to $1,124,300,000. These figures dwarf HEW's scholarship spending for all students, yet they have gone unnoticed by the education community generally, probably because the money goes directly to the veteran. Following are the seven-state figures for the cumulative period 1968-76

LARGE STATES' GI BILL PAYMENTS AND VETERAN POPULATIONS
COMPARED TO CALIFORNIA (FY 68-76)

	GI Bill Pmts. FY 68-76	State Pmts. as % of Calif. Pmts.	State Vet Pop. as % of Calif. Vet Pop.	Add'l State GI Bill Pmts. if us at Calif. Rate
California	$3,173,600,000			
New York	1,124,300,000	35.4%	- 63.0%	$875,914,000
Texas	1,235,600,000	38.9%	- 49.5%	336,400,000
Pennsylvania	781,300,000	24.6%	- 48.6%	761,600,000
Ohio	747,200,000	23.5%	- 44.9%	679,150,000
Illinois	900,600,000	28.4%	- 43.2%	469,690,000
Michigan	762,500,000	24.0%	- 36.5%	396,700,000
			TOTAL	$3,519,454,000

Congress' choice of a formula under federal programs determines what amount of money goes to each state. There is often a state allocation formula, which can be one of the most closely debated items in the drafting of authorizing legislation by Congress. For example, under HEW's Special Educational Opportunity Grant program (SEOG), a typical state allocation provision gives each state that percentage of the appropriations that represents the ratio

NOTE: The source of dollar payments is for FY 68-76, the annual publication,"Federal Outlays" compiled for the Executive Office of the President by the Office of Economic Opportunity. For FY 76 unpublished VA data prepared for that study is the source. Data on the GI Bill participation rates and state population data is taken from VA Department of Veterans Benefits, Information Bulletin 20-76-5 (1976). While the doll figures are based on calculations rather than actual checks, they correlate well with state-by-state enrollment data which is based on actual applications processed.


VIET VET POPULATIONS AND 76 GI BILL PAYMENTS OF LARGE STATES COMPARED TO CALIFORNIA
10%
20%
30%
40%
50%
60%
70%
80%
90%
100%
AL.
100%
100%
.Y.
63.0%
34.3%
XAS
49.5%
40.4%
A.
48.6%
19.8%
HIO
44.9%
21.7%
LL.
43.2%
25.6%
1CH.
36.5%
24.7%
= Viet Vet Population
= FY 76 GI Bill Payment

between the state's full-time college enrollment and the national total. This ratio represents the propensity of the state's residents to attend college and junior college, and the capacity of the state to supply places.

Under that program, in FY 76, Texas, Pennsylvania and Ohio received $10,200,000; $9,900,000; and $9,300,000, respectively -- amounts, incidentally, which very nearly coincide with their respective veteran populations. Yet under the GI Bill, those same states' payments varied widely, with Texas vets using $161,000,000 more than Pennsylvania vets -- $318,000,000 to $156,000,000.

COMPARATIVE DISTRIBUTION OF HEW FORMULA GRANT SCHOLARSHIP AND GI BILL FUNDS IN STATES WITH MANY VETS - 76

	GI Bill Pmts. FY 76	State GI Bill Pmts. as % of Calif. Pmt.	State SEOG Pmts. as % of Calif. SEOG Pmt.	State SEOG Pmts. FY 76
California	$789,250,000			$26,400,000
New York	270,770,000	34.3%	- 69.3%	18,300,000
Pennsylvania	156,300,000	19.8%	- 37.5%	9,900,000
Texas	318,580,000	40.4%	- 38.6%	10,200,000
Ohio	171,480,000	21.7%	- 35.2%	9,300,000
Illinois	202,000,000	25.6%	- 43.6%	11,500,000
Michigan	194,830,000	24.7%	- 41.3%	10,900,000

In the case of the GI Bill, it seems safe to assume that no one thought that the continued use of the Korean War GI Bill's single payment formula would lead to an inequitable distribution of benefits for veterans in different states. No one would want veterans who were called to federal service who came from a state with the "wrong" structure of post-secondary education to have difficulty in making any use of their GI Bill, while their fellow soldiers from other states were much better off. This phenomenon was first brought to the attention of Congress and the public in September 1972 testimony by the National Association of Concerned Veterans (NACV). NACV, in the spring of 1973, circulated a report The Vietnam Era GI Bill Equal Military Service -- Unequal Readjustment Opportunities.

The importance of the geographical trends was officially confirmed and highlighted in an independent study by the Educational Testing Service conducted under Congressional order for the Veterans Administration. That September 1973 report: Educational Assistance to Veterans: A Comparative Study of Three GI Bills, recommended changes in the GI Bill to take into account differing state costs of education. This recommendation was seconded in the September 13, 1973 Final Report of the Special Veterans Opportunity Committee of the National League of Cities and U. S. Conference of Mayors cochaired by Congressman Silvio O. Conte (R. Mass.) and Mayors Kenneth Gibson (Newark), Ralph Perk (Cleveland), and Wes Uhlman (Seattle). The NLC-USCM underlined the regional problem in a November 11, 1974 report "Geography Controls GI Bill Opportunities", of which this report is a revised and updated version. Finally, the Twentieth Century Fund report "Those Who Served" (Dec 74) reached a like conclusion.

The Senate acted on these findings by unanimously passing in its 1974 GI Bill amendment package a tuition equalizer provision. That provision was dropped in conference as a result of House Veterans Committee opposition, despite an effort by the New England and New York Congressional delegations to have it included. In the Ninety-Fourth Congress Senators Durkin, Taft and Mathias, and Congressman Lester Wolff and some 50 cosponsors backed an accelerated tuition payment provision. The accelerated provision was not considered by the House Veterans Committee and was withdrawn from Senate Committee consideration during the 1976 GI Bill amendments markup session. The Senate Committee Report (94-1243) discusses the geographic use problem and finds it a significant barrier.

Because education costs and the availability of low-cost junior colleges are controlling factors GI Bill participation rates are much higher in the West and South. The South has many good low-cost area technical schools that offer courses that in the West would be offered by junior colleges. High participation rates in these schools explain the high overall GI Bill use in states like North and South Carolina. Sixty-one percent of all undergraduate Vietnam veterans are in junior colleges, the vast majority of low-cost public institutions.

The fact that the cost of living, which is directly related to personal income, can be much lower in Southern states also makes veterans' GI Bill payments go much farther there. Personal incomes in New York and New Jersey for '75 were $6,603 and $6,629 respectively. North Carolina's was $4,801 and Texas' $5,387. Living costs respond to those income levels. New York City's university system until this year offered free tuition. But that favorable factor was offset by the nation's highest large city cost of living and the city's enormous decline in jobs, for the job earnings could have been used to offset the cost of living.

The recently formed Coalition of Northeastern Governors (New York, New Jersey, Pennsylvania, Connecticut, Rhode Island, Massachusetts and Vermont) represent 22.3% of the nation's population and account for 24.3% of national personal income, they pay more than 25 percent of federal taxes. It is interesting to note then that those seven states contain 1,683,000, or 21.3%, of the nation's Vietnam veterans but received only $2,035,762,000, or 10.3%, of the nation's $19,670,000,000 GI Bill scholarships. These figures represent a mortgage on the future of the Northeastern states.

Some argue that a system that gives more money to some veterans is unfair. Yet the Congress frequently adds Davis-Bacon provisions to federal legislation that treats the reality of different construction and wage costs in different parts of the country. Certainly Congress wouldn't give the VA the same dollar amounts to build a 200-bed hospital in New York City and one in rural Alabama. Yet this is what it does for Vietnam veterans in different states with different tuition structures.

Vietnam veterans, taken under perhaps the nation's most unfair draft because it excluded those who could afford to purchase a college deferment, lacked political power when they were drafted. When they returned they never organized into a large-scale group like earlier veterans did, so they continued to lack political power. The National Association of Concerned Veterans represents veterans at colleges, and has fewer members among those who never enrolled. The American Legion in 1974 under its then Commander, Robert Eaton, fought for a tuition equalizer but this issue died out in 1975-76, perhaps in the hope that the 7% across-the-board increase would correct the problem.

SUNBELT STATES GI FAR EXCEED EASTERN AND MID-

	Per Capita Dollar Pmts.	Total Dollar Payments	Jr. & 4-Yr. College GI Bill Use Rate	Total Number of Veterans
NORTHEAST - New England				
Maine	$ 2419	$ 91,919,000	28.4%	38,000
New Hampshire	2040	73,427,000	26.8	36,000
Vermont	1402	26,647,000	16.6	19,000
Massachusetts	2009	464,041,000	28.9	231,000
Rhode Island	2809	115,185,000	36.1	41,000
Connecticut	1950	230,062,000	23.9	118,000
	2073	$ 1,001,281,000		483,000
Mid-Atlantic				
New York	1973	1,124,349,000	30.4	570,000
New Jersey	1598	418,551,000	21.6	262,000
Pennsylvania	1768	781,276,000	19.7	442,000
	1824	$ 2,324,176,000		1,274,000
MIDWEST - Great Lakes				
Ohio	1822	747,161,000	23.4	410,000
Indiana	1691	350,087,000	19.3	207,000
Illinois	2292	900,584,000	29.6	393,000
Michigan	2290	762,480,000	31.8	333,000
Wisconsin	2212	362,710,000	25.9	164,000
	2072	$ 3,123,022,000		1,507,000
Great Plains				
Minnesota	2208	373,209,000	23.7	169,000
Iowa	2060	210,163,000	23.4	102,000
Missouri	2640	483,093,000	31.6	183,000
Kansas	2418	200,670,000	33.9	83,000
Nebraska	2663	146,468,000	32.0	55,000
South Dakota	3908	70,344,000	46.2	18,000
North Dakota	4309	73,260,000	47.7	17,000
	2484	$ 1,557,207,000		627,000
TOTALS - NORTHEAST AND MIDWEST		$ 8,005,685,000		3,891,000

NATIONAL

Payments on Per Capita Basis	Total Dollar Payments
$2492	$19,670,000,000

BILL PAYMENTS
WESTERN STATES (FY 68-76)

	Per Capita Dollar Pmts.	Total Dollar Payments	Jr. & 4-Yr. College GI Bill Use Rate	Total Number of Veterans
SOUTH - South Atlantic				
Delaware	$ 2238	$ 53,711,000	32.5	24,000
Maryland	2075	361,091,000	28.1	174,000
Virginia	1960	374,404,000	31.7	191,000
West Virginia	2196	125,152,000	26.7	57,000
North Carolina	3056	537,879,000	38.4	176,000
South Carolina	2908	290,811,000	34.2	100,000
Georgia	2648	508,434,000	26.4	192,000
Florida	2816	825,071,000	35.3	293,000
	2549	$ 3,076,553,000		1,207,000
South Central				
Kentucky	2309	249,356,000	28.8	108,000
Tennessee	2704	400,236,000	32.1	148,000
Alabama	3635	410,780,000	38.6	113,000
Mississippi	2649	150,990,000	31.6	57,000
Louisiana	2602	307,021,000	28.1	118,000
Arkansas	2639	176,842,000	25.8	67,000
Oklahoma	2852	325,173,000	36.2	114,000
Texas	2740	1,235,637,000	37.4	451,000
	2769	$ 3,256,035,000		1,176,000
WEST - Mountain				
Montana	2523	70,647,000	32.2	28,000
Idaho	2562	71,746,000	36.7	28,000
Wyoming	2395	31,136,000	36.9	13,000
Colorado	3467	384,883,000	42.6	111,000
Utah	3142	153,975,000	38.1	49,000
Nevada	2552	63,793,000	33.2	25,000
Arizona	3949	331,725,000	54.1	84,000
New Mexico	3502	133,069,000	43.3	38,000
	3300	$ 1,240,947,000		376,000
Pacific				
California	3484	3,173,570,000	52.5	911,000
Oregon	2503	262,789,000	36.5	105,000
Washington	2650	479,665,000	38.2	181,000
Alaska	2242	31,385,000	29.3	14,000
Hawaii	4335	143,048,000	47.7	33,000
	3288	$ 4,090,457,000		1,244,000
TOTALS - SOUTH AND WEST		$11,663,992,000		4,003,000

TOTALS	GI BILL Use Rates for Colleges	Total Number of Veterans
	32.8%	7,894,000

Private colleges were charged with the fewest abuses of the World War II GI Bill, but ironically it is those private colleges -- particularly the less famous -- which have the greatest need of students and which today's GI Bill structure -- designed to correct abuses by proprietary schools and public colleges -- now punishes. Whereas veterans comprised from 40% to 87% of male students on public and private college campuses in 1947-48, today's numbers are far different -- particularly those for private colleges. Yet many of these schools may offer precisely the courses that a veteran wants. Drexel in Philadelphia, Northeastern in Boston, Fairleigh-Dickenson in New Jersey, and Fordham in New York, as well as other less famous colleges, come to mind. Yet the high tuition of these schools, which provide up to 64% of the educational capacity in Massachusetts, close the schools to veterans. In California, private colleges contain only 14% of the male student places, and in Texas, 17.2% -- while in New York and Pennsylvania 44% attend private colleges.

GI BILL ENROLLMENT IN PRIVATE COLLEGES
WORLD WAR II AND VIETNAM

	1947-48 Enrollment			1971-72 Enrollment		
	Total	Veterans	Percent Veterans	Total	Veterans	Percent Veterans
Dartmouth	3,167	1,847	58%	3,987	95	2.4%
Harvard	5,600	3,326	59%	6,073	89	1.5%
Holy Cross	1,079	939	87%	2,379	13	.5%
John Carroll	2,246	1,488	66%	3,210	187	5.8%
John Hopkins	1,757	1,083	62%	2,020	25	1.2%
New York University	26,438	14,359	54%	10,932	463	4.2%
Northeastern	8,806	7,176	81%	29,000	4,400	15.2%
Northwestern	21,128	9,941	47%	9,372	90	1.0%
Notre Dame	4,200	3,587	85%	6,439	108	1.7%
Pepperdine	4,431	2,299	52%	4,641	639	13.8%
St. Olaf	1,660	564	34%	2,650	5	.2%
Stanford University	15,800	7,011	44%	18,000	291	1.6%
Swarthmore	1,068	389	36%	1,166	10	.9%
Univ. of San Fran.	2,250	1,496	66%	4,728	375	8.0%
Whittier	1,249	507	41%	1,815	66	3.6%
Xavier University	3,163	1,715	54%	2,918	175	6.0%
Yale	5,676	3,365	59%	4,739	37	.8%

LEGISLATIVE FORMULA PRODUCES UNEXPECTED RESULTS

Several issues usually are central in drafting federal legislation. The basic formula and format for program operations and the determination of its effectiveness emerges out of the debate over these issues: Will the program be channeled through a state or local government or a nonprofit institution; or go directly to the individual? Will the federal government pay 100% of the cost or a lesser amount so that state matching monies will be needed? How will the money be divided as between the states? Will there be an allocation formula to divide the funds or will the money just flow based on applications? Out of the

resolution of these seemingly arcane technical questions comes a federal program which can have great impact on individual lives. The discussions that led to the structuring of the GI Bill, however, centered on arguments not over the shape of the program but over whether there should be a program at all. We will examine each of the elements to see their impact on the actual operations of the GI Bill. But note at the outset that, while these are issues in drafting federal grant-in-aid legislation, most veterans legislation is considered as a direct federal activity and they are usually not discussed.

President Johnson refused to admit that a war was going on that required GI Bill legislation. He threatened to veto any such bill and successfully bottled up attempts to pass the legislation in 1965. When the bill was passed in 1966, it started out because of administration pressure at $100 a month, an extremely low base from which the veteran had to pay tuition, room and board. This very low level of benefits has penalized the veteran ever since and shifted a high percentage of GI Bill costs from the federal government to the individual veteran and state and local government which fund the education institutions veterans use. But what also penalized many veterans even more was the decision to continue with the Korean GI Bill era approach which had been a radical departure from the formula adopted under the World War II Bill. It was designed to correct abuses. Under the World War II GI Bill formula, each veteran got the same amount of money to live on, $75 a month for single veterans, after the final benefits increase, while married veterans received $110 a month. Then, a separate federal payment was made directly to the veterans education institution. In the case of private colleges, this covered a high percentage of the actual cost of education, and in the case of public colleges, it provided out-of-state tuition rates for in-state veterans, again covering most of the actual cost of education. There were great incentives on both the supply and demand sides of the GI Bill education market because of the generous level of payments to both veterans and education institutions.

The net impact of today's approach of a single payment rather than using the World War II payment system approach has been enormous. Essentially the continuation of the Korean War approach meant that the veteran in Sunbelt states with both two-year and four-year low tuition education institutions in place was able to attend schools with comparative ease. As a result, they have done so in much higher percentages than their Eastern and Midwestern fellows, many of whom served in the same companies with them and all of whom were taken under a uniform draft. While the draft ignored state lines in the case of many veterans, the GI Bill stopped at theirs.

The result of this approach has since been justified by the Veterans Administration and the White House, on the grounds that, given average tuition cost and other charges, today's veteran is better off than World War II's. The use of national averages is highly deceptive, for they conceal a situation where a veteran in California could go to a four-year college for $160 a year while in '73 a veteran in Pennsylvania attending an accessible equivalent state college had to pay $1,050 But the average tuition in that situation would come down to a sum of $605; $445 more than the California veteran had to pay in fact, and $445 less than the Pennsylvania veteran paid, therefore, the average obscured the effectiveness of the legislation for individual veterans. In effect, the GI Bill is a ladder to climb the wall preventing the veteran from obtaining education and training. In some cases the ladder was more than adequate to scale the wall, (at junior colleges which often charge no tuition), while at four-year colleges it often fell woefully short. So that the poorer veteran in high-cost-of-education states was never able to make up the difference out of extensions such as a part-time job, a bank loan, HEW student aid programs or parental contributions. The poorer you were, the harder it was to make up for the shortfallings in the GI Bill.

CUMULATIVE GI BILL USE RATES FOR COLLEGE AND JUNIOR COLLEGE AND FOR ALL PURPOSES

States Ranked by GI Bill College Participation Rate	1976 Viet Vet Population	Jr. & 4-Yr. College GI Bill Use Rate		Total GI Bill Use Rate	
		Rank		Rank	
1. Arizona	84,000	1	54.1%	5	74.5%
2. California	911,000	2	52.5%	6	68.7%
3. Hawaii	33,000	3	47.7%	3	75.0%
4. North Dakota	17,000	4	47.7%	1	92.3%
5. South Dakota	18,000	5	46.2%	2	81.6%
6. New Mexico	38,000	6	43.3%	4	74.8%
7. Colorado	111,000	7	42.6%	9	65.6%
8. Alabama	113,000	8	38.6%	7	68.4%
9. North Carolina	176,000	9	38.4%	8	66.2%
10. Washington	181,000	10	38.2%	14	58.9%
11. Utah	49,000	11	38.1%	29	53.9%
12. Texas	451,000	12	37.4%	24	56.1%
13. Wyoming	13,000	13	36.9%	13	59.0%
14. Idaho	28,000	14	36.7%	15	58.6%
15. Oregon	105,000	15	36.5%	33	52.5%
16. Oklahoma	114,000	16	36.2%	22	56.9%
17. Rhode Island	41,000	17	36.1%	30	53.4%
18. Florida	293,000	18	35.3%	17	57.8%
19. South Carolina	100,000	19	34.2%	10	65.6%
20. Kansas	83,000	20	33.9%	25	55.6%
21. Nevada	25,000	21	33.2%	27	54.8%
22. Delaware	24,000	22	32.5%	31	53.3%
23. Montana	28,000	23	32.2%	16	58.4%
24. Tennessee	148,000	24	32.1%	11	59.5%
25. Nebraska	55,000	25	32.0%	12	59.4%
26. Michigan	333,000	26	31.8%	32	52.8%
27. Virginia	191,000	27	31.7%	35	52.0%
28. Mississippi	57,000	28	31.6%	18	57.8%
29. Missouri	183,000	29	31.6%	26	55.5%
30. New York	570,000	30	30.4%	36	50.6%
31. Illinois	393,000	31	29.6%	40	48.9%
32. Alaska	14,000	32	29.3%	39	50.4%
33. Massachusetts	231,000	33	28.9%	48	42.8%
34. Kentucky	108,000	34	28.8%	34	52.0%
35. Maine	38,000	35	28.4%	23	56.4%
36. Louisiana	118,000	36	28.1%	19	57.5%
37. Maryland	174,000	37	28.1%	42	45.6%
38. New Hampshire	36,000	38	26.8%	43	45.1%
39. West Virginia	57,000	39	26.7%	28	54.7%
40. Georgia	192,000	40	26.4%	21	56.9%
41. Wisconsin	164,000	41	25.9%	38	50.5%
42. Arkansas	67,000	42	25.8%	20	57.0%
43. Connecticut	118,000	43	23.9%	46	43.3%
44. Minnesota	169,000	44	23.7%	37	50.5%
45. Iowa	102,000	45	23.4%	41	48.7%
46. Ohio	410,000	46	23.4%	44	44.0%
47. New Jersey	262,000	47	21.6%	49	38.9%
48. Pennsylvania	442,000	48	19.7%	45	43.5%
49. Indiana	207,000	49	19.3%	47	42.8%
50. Vermont	19,000	50	16.6%	50	35.8%
	TOTAL		AVERAGE		AVERAGE
	7,894,000		32.8%		56.3%

The combination of starting the GI Bill program off from a low level of benefits and neglecting to take into account state differences in cost of living and education have had a tremendous effect on individual veterans and on the states in which they live. If GI Bill education is effective, then spending disproportionate sums of money in some states, rather than in others, will have the effect of putting that state at a competitive disadvantage in terms of the quality of its labor force for years to come. At the same time that aggregate affect occurs, individual veterans will be denied chances that their equal military service should have given them for the better job and more satisfying life that education and training can provide.

One of the historic facts of American education is that in the East and Midwest, but particulary in the East, there was a long tradition of private colleges. Educational opportunities were left to the private nonprofit sector to provide and there were far less extensive state and locally supported systems of public higher education and junior colleges. Junior colleges came to the East much after they had been developed in the West and in the South. Today's GI Bill, unlike the World War II GI Bill, gives no credit for private college spending by a state's citizens and communities. The alumni of private colleges have, in many cases, supported those institutions by their contributions, while the students pay a far larger share of the actual cost of education through tuition payments. The 1976 average of tuition and fees at a public four-year college were $621 while at a private college they were $2,329 according to the College Entrance Examination Board. Almost all of the student's GI Bill funds would be exhausted in paying just the tuition for a private college education, while a veteran who could obtain a similar education at a four-year state university in California only has to pay $190 a year and up until recently only had to pay $130 a year.

The distribution of junior colleges across the country is also a significant fact. In fact, a hidden matching requirement of this GI Bill was an extensive set of junior colleges or technical schools. For example, veterans in California could attend a free public junior college system which had a total enrollment of 1,113,000 students. In New York State a public junior college could cost as much as $700 a year and there were only 268,000 students enrolled, about one-quarter of the number of such students and, therefore, spaces in California. Pennsylvania and Texas, with almost identical veterans population, present similar contrasts. Texas had 247,000 persons enrolled in junior colleges in 1975, Pennsylvania 69,000. The result is that junior colleges were much more accessible to student veterans from the same kinds of backgrounds in Texas than they were in Pennsylvania. The total GI Bill benefits used in the two states bears this out, for Pennsylvania veterans used some $780,000,000 in benefits while Texans used $1,236,000,000, a difference of $446,000,000. On a per capita basis this means that Texas veterans were able to use $2,740 in benefits as contrasted with Pennsylvania's $1,768.

Although the Sunbelt states received substantially greater GI Bill payments than did the Eastern and Midwestern states, they had to lay out substantial sums of their own to obtain those funds. California has had a long history with the junior college. Texas, on the other hand, has only fairly recently begun such a system. The Texas cities of ElPaso and Fort Worth both constructed junior college systems during the Vietnam Era starting in 1971 and 1968 respectively and building up student bodies of 8,964 and 20,000. The Community College of Philadelphia began in 1965, yet with a much larger city to draw on had an

AVAILABILITY OF PUBLIC JUNIOR COLLEGE PLACES BY STATES

	PUBLIC JUNIOR* COLLEGE SPACES	1976 VIETNAM VET POPULATION	# OF JUNIOR COLLEGE PLACES PER THOUSAND VETS
NORTHEAST - New England			
Maine	7,741	38,000	204
New Hampshire	3,526	36,000	98
Vermont	2,644	19,000	139
Massachusetts	62,821	231,000	272
Rhode Island	7,520	41,000	183
Connecticut	35,470	118,000	301
Mid-Atlantic			
New York	268,141	570,000	470
New Jersey	82,409	262,000	315
Pennsylvania	68,984	442,000	156
MIDWEST - Great Lakes			
Ohio	113,753	410,000	277
Indiana	15,003	207,000	73
Illinois	278,215	393,000	708
Michigan	185,305	333,000	556
Wisconsin	77,783	164,000	474
Great Plains			
Minnesota	28,955	169,000	171
Iowa	29,102	102,000	285
Missouri	51,738	183,000	283
Kansas	28,146	83,000	339
Nebraska	12,221	55,000	222
South Dakota	286	18,000	15
North Dakota	6,830	17,000	402
SOUTH - South Atlantic			
Delaware	9,964	24,000	415
Maryland	77,557	174,000	446
Virginia	87,681	191,000	459
West Virginia	15,768	57,000	277
North Carolina	100,214	176,000	569
South Carolina	39,254	100,000	393
Georgia	39,748	192,000	207
Florida	169,367	293,000	578
South Central			
Kentucky	31,348	108,000	290
Tennessee	30,007	148,000	203
Alabama	57,537	113,000	509
Mississippi	28,955	57,000	508
Louisiana	14,980	118,000	127
Arkansas	11,328	67,000	169
Oklahoma	35,125	114,000	308
Texas	247,204	451,000	548
WEST - Mountain			
Montana	2,964	28,000	106
Idaho	3,072	28,000	108
Wyoming	10,120	13,000	778
Colorado	38,727	111,000	349
Utah	11,976	49,000	244
Nevada	12,515	25,000	501
Arizona	98,351	84,000	1,171
New Mexico	15,766	38,000	415
Pacific			
California	1,113,518	911,000	1,222
Oregon	66,889	105,000	637
Washington	129,429	181,000	715
Alaska	9,841	14,000	703
Hawaii	20,641	33,000	625

October 1975 enrollment of 9,600. Not only did the cities lay out monies, but state legislatures generally fund public colleges on the basis of their total enrollment. The 470,000 additional veterans paying no or low tuition at public junior and four-year colleges in California meant that substantial matching sums were then spent by California citizens.

The WW II GI Bill, by paying out-of-state tuition rates for in-state veterans gave the education community the means to expand to provide services to its veterans. Today's GI Bill only paid individual schools four dollars a veteran. The individual veteran went directly to the institution with his tuition check. Thus, under the WW II GI Bill there was a single large payment from the federal government to the institution. Clearly this incentive focused the interest of the college or technical school on veterans as an education market. The decision to follow the Korean GI Bill single payment formula by-passed any institutional bureaucracy. No one in state or local government handled GI Bill payments either. Thus, no one was paid to insure that their state got a proportionate share of GI Bill payments based on population.

The President of a leading junior college in the Midwest said in 1971 when the potential expansion of the then $1,659,000,000 GI Bill was explained to him that it was "like offering him one leg of a three-legged stool". What he meant was that although individual veterans might have a reasonably adequate start toward meeting their living expenses through the GI Bill, that this would do little for his school because tuition was so low that the veterans' tuition payment meant nothing. His institution still had to cover operating and capital costs which were the two missing legs of the stool. Because no federal contribution was built into the GI Bill, these had to be made up from a state legislature and a county government that was increasingly reluctant to expand college budgets. This explains the fallacy in the so-called income strategy of the early 70's, which talked in terms of giving people money rather than supporting institutions. For, where services are heavily subsidized giving citizens more money to pay nominal user charges makes available no institutions to provide services.

The federal government's National Center for Education Statistics reported that the actual educational costs for full-time students at public colleges and universities rose from $1936 in 1965 to $2796 in 74-75. For private colleges those actual costs rose from $2593 to $3945. A partial attempt to correct the GI Bill's failure to address the supply side of education opportunities, which went nowhere near as far as the WW II GI Bill supply side subsidies, was the Veterans Cost of Instruction Program written into the Higher Education Act of 1972. That provision was designed to pay colleges $300 for each veteran enrolled over a base enrollment figure which had to be initially exceeded by 10%. Consequently, only $25,000,000 was made available for the program's first year of operation which would have required $180,000,000 in its first year of operation if it was to be funded at the $300 per student level. Subsequent payments dropped as low as $17 per veteran and a statutory maximum of $135,000 per institution was placed on total payments. The result was that the incentive was lost on large institutions, and small ones too. *

There was, in effect, an unstated matching ratio in today's GI Bill. It said that the only way that the GI Bill would work was if the veteran had available a readily accessible low-cost institution. Since this ratio was unstated, high-cost-of-education states found themselves under no pressure to pass legislation providing for the funding of institutions to take care of their

NOTE: While comprising 46.7% of total U.S. college enrollment in 1947 (1,157,966 vs 2,479,402), in 1976 they comprised only 11.5% of the students or 1,294,267 out of 11,290,719.

veterans. Indeed, veterans were a relatively low percentage of the total population of the state, but these factors have never precluded states from passing matching legislation when federal programs clearly require such action. The fact that Pennsylvania failed to set up a system of community colleges as extensive as Texas meant that the state's veterans lost some $450,000,000 in GI Bill benefits payments which would have come into Pennsylvania through its veterans if they had used the benefits at the same rate as Texas veterans. These facts were made known to high-cost-of-education states through studies like that done by the Educational Testing Service and an earlier version of this report, but because they were not spelled out as parts of federal legislation requiring the state to appropriate matching monies, as for example, the Federal Highway Program requires, no action was taken.

The American dream has historically been that a person can realize himself best through his own resources. A college scholarship has, in the last 40 years, been basic to many persons' vision of the American dream. In fact, people have worked for years and left sums of money to set up scholarship programs in their names at their alma maters. National Merit Scholarship contests provide further evidence for this phenomena. Today's GI Bill has helped many veterans realize the American dream. If the matching requirement had been spelled out in the basic GI Bill legislation, then lagging states would probably have passed the legislation needed, especially because of the goodwill carried over from the World War II and Korean War GI Bills.

An interesting side effect of the formula giving veterans the same amount of money no matter what school they had to attend was that veterans in junior colleges had many more dollars after paying tuition on which to live than did those in high cost four-year colleges. This situation may be aggravated by the latest increases passed by the Congress in October. A student could take a full credit load and go part time to school by taking 12 hours of credits at a junior college. If he was married and had a child he would, under today's benefits, have $392 in many states free and clear of any kind of tuition charge. This would give him almost $3,600 for a nine-month school year in addition to any earnings from a job. A veteran having to go to a school that charged a thousand dollars in tuition would have only $2,600 a year to live on, while one attending a private college would have $1,300 on which to live. The amount of money each would have to make up from earnings, loans and other sources in order to survive and pay the cost of his living thus varies tremendously.

Any restructuring of the GI Bill should take into account that some students are perhaps even overpaid while others cannot even use their benefits in the first place because of the tremendous deficit they must make up in order to live. This is clearly the defect in a program design that fails to take into account the cost of college or technical school attendance. Some would say that to give more money to some veterans rather than other veterans would be unfair. But this argument seems specious, for the government is, in fact, giving some veterans more money to live on than other veterans receive when it disregards the cost of services. The post-secondary education system of the veteran's state is a given thing that he can do little to change. In effect, we are punishing the veteran from the "wrong" state because his state has selected a system that some people in Congress and the Administration feel is inadequate.

Some might argue that all veterans in each state are being treated equally. But the GI Bill is not something that is to be a benefit handed out only if a veteran comes from a state that has followed the "right" education policies which Congress hasn't even enunciated. Just as the GI Bill home loan program takes into account the differing costs of buying a house in different states, so should the GI Bill take into account the different costs of getting an education in that state. It is the principal readjustment benefit for federal military service and it should be equally accessible to all veterans.

INADEQUACIES OF THE PRESENT GI BILL FOR ALL VETERANS

GI Bill use for a long time was inverse to need. The poorer you are, the harder it is to come up with a part-time job, or with a bank loan to carry you through until a late check from the VA reached you. The late checks problem hurt many veterans. In some cases then VA Administrator, Donald Johnson, testified in 1969 it could be as long as eight or nine weeks for many veteran's first check to reach them. Congress in 1972 passed an accelerated payment system to overcome the late payment problem. That rectifying action helped many veterans, but abuse of the legislation by some and the subsequent publicity hurt all veterans.

The accelerated payments problem did not solve the problem of the veteran who had to pay high tuition at the start of the semester. For the tuition charges could eat all of his first two month's check. The WW II veteran was much better off, because the school got its tuition directly from the federal government and the veteran could live on his first check.

The VA, in justifying the present system of benefits, has argued that, on the average, the Vietnam veteran has more dollars than did the average World War II veteran. The VA based its computations, converting one 1948 dollar into so-called constant dollars, on the Consumer Price Index. This is theoretically a defensible basis, but when other indicators are examined -- such as the minimum wage and the actual cost of things -- that figure, which today is $2.40, clearly understated the value of those 1948 dollars.

Many will remember the nickel subway fare in New York, the nickel phone call, and the nickel Coca-Cola. Today subway fare is 50¢ and a Coke costs a quarter. Yet the VA argues that a veteran who netted $1,348 in 1973 dollars after paying tuition, books and fees, was better off than the World War II veteran with $675 1948 dollars ($75 x 9 month).

Vietnam veterans have not asked that the GI Bill pay their full costs of education and living. "All we want is what our fathers got," is their position.

If Congress used Consumer Price Index computations in 1974 in determining what today's minimum wage should be, it would have taken 1948's $.40-an-hour figure and raised it to $.84 an hour! In the real world, though, Congress in 1967 increased the minimum wage to $1.60 an hour, and in 1974 to $2.00, with built-in increases to the current $2.30. In other words, the minimum wage has already increased almost <u>six times</u> from what it was in 1948.

In 1948, a vet received for subsistence every month a sum $8 less than he would have earned if he had held a 48-hour-a-week job on the minimum wage. 1974's veteran had $122 less than that figure <u>before paying tuition</u>. In 1948, the married veteran with a child received $120 a month, which was $37 1948 dollars more than the minimum wage. 1974's married vet with a child, after paying the average cost of tuition at public colleges, has $50 less than the minimum wage when he went to look for a part-time job.

<u>The VA position that Vietnam veterans on the average receive more education benefits than World War II veterans received falls before the fallacy of the average. Even if this statement were based on more realistic computations, it still ignores the fact that all veterans -- not just the average veteran -- were given an adequate level of subsistence in 1948</u>. A GI Bill based on average tuition costs is like Congress giving a vet from Vietnam the price of an airline

VA COMPARISON TABLE DISCUSSED IN TEXT

COMPARISON OF WORLD WAR II AND VIETNAM-ERA GI BILLS
ADJUSTED TO CONSTANT DOLLARS AS OF NOVEMBER 1973
FOR VETERANS IN ATTENDANCE AT INSTITUTIONS OF HIGHER LEARNING

Period of Service and School Year	Average Tuition	Average Books and Supplies	VA Allowance* (9 month School Year)	VA Allowance Less Tuition Books & Supplies		Percent Attending Public/Private Institutions
				Amount	Difference From World War II	
World War II						
1948-49 School Year						
Public	$280	$100	$1,348	$1,348	-	50
Private	791	100	1,348	1,348	-	50
Vietnam Era						
1973-74 School Year						
Public	424	150	1,980	1,406	+$58	81
Private	2,095	150	1,980	-265	-1,613	19

*Estimates based on single veteran rate

Source: Veterans Administration, Department of Veterans' Benefits.

ticket home when he landed in California, with the ticket payment based on the average cost of all airline tickets sold in the U.S. Under this formula, half the veterans wouldn't make it home.

While most veterans are eager to work in part-time jobs, those have been hard to get, because the government's economic game plan beginning in 1969 was designed to slow inflation by creating unemployment. A heavy burden fell on Vietnam veterans, who were being discharged at the rate of one million per year. 600,000 vets were unemployed at one time. Because they are the last hired, many were the first fired in the case of recession, still bearing the same burden.

Throughout the history of the GI Bill, late checks were a chronic complaint of the veteran. To one who counts on his GI Bill check, its late arrival is a serious setback. The fact that Vietnam vets knew that the VA has a reputation for getting its checks out late has meant that many veterans have never signed for their benefits at all, the well was poisoned.

October's increase to the sixth level of GI Bill payments since its reenactment in 1966 will obviously help veterans. But for many in high-tuition states, the initial years provided benefits so low that they could not afford to go to school full time. For example, a vet enrolling in Penn State in the fall of 1969 had $52 a month to live on after paying for tuition and books. The World War II vet at Penn State had $75 1948 dollars to live on! Persons who could not go because of initial low benefits levels are the potential beneficiaries of tuition equalizer steps.

THE MEANS TO PROVIDE AN ADEQUATE GI BILL FOR ALL VETERANS

If the GI Bill is to provide equal opportunities for all veterans in all states, a mechanism will have to be found to recognize that the present system does not cover costs of veterans in high tuition states and in states lacking an adequately developed system of junior colleges provides no cause for expansion.

Not only is an adequate basic payment needed, but either a state or a federal tuition equalizer payment as well. A tuition equalization provision was contained in the 1974 Senate-passed GI Bill. Under that formula, the veteran assumed the first $100 of tuition costs and the federal government picked up 80% of the next $900 for a maximum payment of $720 per school year.

The tuition equalizer would help put veterans from all states at more or less the same place on the starting line. Since the federal government declared war and called the men into service, it should logically be a federal obligation to see that all veterans who served have equal educational opportunities -- not just "equal" dollars. However, some states passed GI Bills, and others could do the same. But the state GI Bills in places like Illinois and Massachusetts have not been totally effective in their operations, for they do not cover private colleges, nor are they extensively advertised. Both states rely heavily on private education, with 32.3% of Illinois students and 64%(73 figs.) of Massachusetts students in private colleges. But even in states with GI Bills, it seems that many veterans are unaware of their states' efforts.

In like fashion, in 1973 Pennsylvania began to treat veterans as emancipated students, and made them universally eligible for the state scholarship program. But that program several times ran out of funds, and little advertising is directed toward veterans. New York adopted a state tuition system that in 1975-76 covered veterans, but that program too ran short of funds and no advertising was directed toward veterans. Systematic administrative actions by state governments can, by coordinating federal and state student aid programs and creating public awareness of veterans' needs, assist their state's veterans.

Some, including then President Nixon, have argued that the equalizer provision would bail out states which do little. But an examination of the figures shows that California will spend $1.8 billion on public education, while New York will spend $1.25 billion and Texas $918,000,000 in this fiscal year. The overall state tax effort is higher in the East and Midwest and California than it is in Southern states. Yet veterans in high-cost-of-education states in the East and Midwest are being penalized because of the states' historical reliance on private initiative through private colleges, and because of the tradition that private college students pay a higher percentage of their education costs than in states where public education is more subsidized.

A Veterans For Carter Committee background paper stated in October 1976 that "The lack of universal low cost accessible schooling prices the veteran out of an education in many parts of the country. Veterans are thus deterred from using their GI Bill benefits.....attention must be given to providing such assistance in such cases..... In 1974 Senator Dole said "there is room for disagreement as to how much benefits for veterans already in school under the GI Bill should be increased, but clearly there should be no disagreement that all Vietnam Era veterans should have an opportunity to enter schools".

In the case of action, either state or federal, to equalize tuition, the very real problems raised by opponents of such a provision must be dealt with, both legislatively and administratively:

1. If equalizer funds are given out, the use of an education voucher, cashable at education institutions, would seem to be most efficient, since it would avoid problems of abuse by individual veterans;

2. A price freeze could be announced to help ensure that tuition prices were not raised simply to obtain more dollars from the federal government. Veterans would pay no different tuition for the same courses than other students;

3. An income test could be applied, similar to that used for the Basic Opportunity Grant program of HEW, and like that applied to veterans under the World War II GI Bill. But any income limitation test should recognize the difficult situation of married vets with children who appear to be making far less use of the GI Bill than single veterans;

4. A limitation to veterans going to school 3/4 time or more;

5. In order to allow veterans to attend higher cost public and private colleges, a sliding scale of federal participation might be adopted, with the vet paying the first $300 in tuition and the federal government picking up 80% of the next $700, 60% of the next $1,000 and 40% of the next $1,000, for a total federal contribution of $1,560; and

6. Problems on the supply side of the education market could be faced by providing a per capita incentive payment for states and local governments that announced new plans to expand public four-year and junior college enrollments. Such an incentive might be limited to states whose junior college capacity is on the lower end of the scale.

While this may appear to be unfair to those states and local governments which have on their own initiative undertaken constructive programs, those states have already received enormous advantages in the form of GI benefits which were in part subsidized by federal taxes from states which have yet to expand their systems.

Among the key findings of the Educational Testing Service Report for the V.A.,which have yet to be implemented but support these recommendations, were:

> "The accessibility of postsecondary education for the Vietnam Conflict veteran is a function of not only his military service but also his particular state of residence. The effectiveness of the benefits is directly related to the availability of low-cost readily accessible public institutions. The current veteran seeking to use his educational benefits finds that equal military service does not provide equal readjustment opportunities with respect to attendance at postsecondary schools. This is particularly true of institutions of higher education.....
>
> "It appears that the states are subsidizing the cost of education for veterans of the Vietnam Conflict as compared with earlier subsidization by the Veterans Administration. Since higher costs of education appear to reduce participation, this is a significant factor in determining whether the veteran in a particular state will participate in education.....
>
> "Current benefit levels, requiring as they do the payment of tuition, fees, books and supplies, and living expenses, provide the basis for 'unequal treatment of equals.' To restore equity between veterans residing in different states with differing systems of public education, some form of variable payments to institutions to ameliorate the differences in institutional costs would be required....."

The VA has argued that veterans can obtain benefits from other federal programs to meet the inadeauacies of their GI Bill funds. But the 1973 ETS study done for the VA showed that veterans were excluded from participation in most other federal student aid programs. The veteran was caught in a vicious cycle: Because he had the GI Bill, he could not use other federal programs, but because the GI Bill was no inadequate, he could not use that either.

Close questioning by Congressman Neal Smith before the House Appropriations Committee showed that, despite the fact that Congress had thought it was making veterans eligible for the Basic Opportunity Grant Program in 1972, the regulations in fact excluded them from participation until changed in 1975. Recent increases in GI Bill benefits will continue to prevent veterans from making much use of the HEW student aid programs, because of the additional GI Bill funds that will be available to them. Yet, for many veterans in high-cost-of-education states, the GI Bill will continue to be too short a ladder standing by itself, and until the economy improves needed part-time jobs will be tight.

The veteran still must look for salvation to changes in the GI Bill or to compensating action by his state.

TABLE 1.—VETERAN TRAINEES UNDER THE CURRENT GI BILL CUMULATIVE THROUGH FISCAL YEAR 1975 BY TYPE OF TRAINING

Training programs	During fiscal year 1975	Cumulative through June 1975			
		Total	Graduate	Undergraduate	Nondegree
Total all types of training	2,691,566	5,785,548	1,112,527	4,325,621	347,399
COLLEGE LEVEL					
Total	1,695,575	3,095,862	498,910	2,511,028	34,424
Academic degrees—field not specified—total	1,125,373	1,802,574	783,798	1,619,376	
Associate in arts	339,186	524,018		524,018	
Associate in science	46,379	71,734		71,734	
Associate degree, n.e.c.[1]	270,018	366,505		366,505	
Bachelor of arts	102,968	181,103		181,103	
Bachelor of science	69,225	124,972		124,972	
Bachelor's degree, n.e.c.	202,314	351,044		351,044	
Master of arts	24,846	45,400	45,400		
Master of science	10,862	22,592	22,592		
Master's degree, n.e.c.	47,725	87,625	87,625		
Doctor of philosophy	10,031	23,326	23,326		
Doctor's degree, n.e.c.	1,713	4,034	4,034		
Post Doctoral, n.e.c.	106	221	221		
Business and commerce	168,891	384,478	84,109	300,369	
Education	45,580	131,412	67,880	63,532	
Engineering	26,381	80,497	12,125	68,372	
English and journalism	3,304	11,384	3,965	7,419	
Fine and applied arts	11,394	30,102	5,811	24,291	
Foreign languages	806	3,143	1,802	1,548	
Law	16,165	41,280	34,025	7,255	
Liberal arts (major not specified)	28,880	58,571	1,754	56,817	
Life sciences—total	37,361	98,886	53,429	45,457	
Agricultural sciences	5,122	14,797	2,821	11,976	
Biological sciences	6,868	17,082	4,958	12,104	
Medical and health sciences	25,370	67,027	45,650	337	
Mathematics	1,967	7,535	2,323	5,212	
Physical sciences	4,925	15,013	5,682	9,331	
Social sciences	28,018	76,974	31,442	45,532	
Theology	5,191	12,764	5,420	7,344	
Technical courses—total	164,157	284,185		199,241	84,884
Business and commerce	42,494	69,174		50,922	18,252
Engineering and related	3,309	6,837		6,136	701
Medical and related	5,133	11,358		6,178	5,180
Other technician courses	113,221	196,796		138,005	60,791
All other academic fields	31,182	57,005	7,145	49,340	
	During fiscal year 1975	Total other schools	Vocational or technical post-high school	Other vocational or technical	High school
SCHOOLS OTHER THAN COLLEGE					
Total	804,368	2,228,021	377,324	1,588,121	282,576
Arts	28,547	115,116	28,426	85,690	
Business	61,430	325,143	86,757	238,386	
Services	37,379	128,362	26,910	101,452	
Technical courses—total	50,864	204,619	58,397	146,222	
Electronic	34,675	139,388	41,122	98,266	
Engineering	5,120	32,664	5,191	27,473	
Legal	1,822	8,786	3,488	5,297	
Medical and related	4,125	10,086	4,635	5,451	
Other technical, n.e.c.	5,122	13,686	3,961	9,735	
Trade and industrial—total	408,826	984,358	154,792	829,566	
Air-conditioning	46,971	128,757	17,382	111,365	
Construction	18,966	40,072	6,119	33,953	
Electrical and electronic	163,553	325,820	53,547	272,273	
Mechanical	115,785	279,378	37,152	242,226	
Metalwork	28,782	74,388	18,234	56,152	
Other trade and industrial	34,870	135,945	22,348	113,597	
Other institutional	174,616	348,154	13,042	70,538	282,576
Flight training—total	44,606	123,288		123,288	
	During fiscal year 1975	Total job	Apprentice	Other on-job	
MAJOR OCCUPATIONAL OBJECTIVE JOB TRAINING					
Total	191,623	461,766	236,293	225,472	
Technical and managerial	27,981	58,232	3,940	54,232	
Clerical and sales	6,997	13,721	1,386	12,335	
Service occupations	23,900	60,495	6,335	54,160	
Farming, fishery, forestry occupations	1,918	3,832	348	3,484	
Trade and industrial—total	123,134	308,855	213,446	92,389	
Processing occupations	4,860	11,832	7,452	4,380	
Machine trades occupations	42,424	91,805	63,225	28,580	
Benchwork occupations	7,548	16,973	9,750	7,223	
Structural at work occupations	68,302	188,245	133,039	52,208	
Miscellaneous occupations	7,693	19,630	9,818	9,812	

[1] Not elsewhere classified.

SOURCE: Veterans Senate Report #94-1243 on the Veterans' Education & Employment Assistance Act of 1976, page 27.

CHAPTER 34 Appendix B, Table 16

VIETNAM ERA VETERANS IN TRAINING BY STATE
During April 1976 and April 1975 by Residence at Time of Application

	April 1976 [1]	April 1975 [2]	Change Actual	Change Percent
GRAND TOTAL	1,352,121	1,373,384	- 21,263	- 1.5%
U.S. - State Total	1,344,270	1,364,834	- 20,564	- 1.5
Alabama	27,803	29,425	- 1,622	- 5.5
Alaska	1,921	1,879	42	2.2
Arizona	25,148	23,188	1,960	8.5
Arkansas	12,438	12,080	358	3.0
California	224,043	231,246	- 7,203	- 3.1
Colorado	24,476	24,123	353	1.5
Connecticut	14,604	15,440	- 836	- 5.4
Delaware	4,091	4,303	- 212	- 4.9
District of Columbia [3]	14,374	10,718	3,656	34.1
Florida	52,083	51,761	322	0.6
Georgia	35,348	36,789	- 1,441	- 3.9
Hawaii	8,280	7,390	890	12.0
Idaho	4,461	4,949	- 488	- 9.9
Illinois	55,126	58,100	- 2,974	- 5.1
Indiana	23,720	24,059	- 339	- 1.4
Iowa	12,556	14,033	- 1,477	- 10.5
Kansas	13,174	13,176	- 2	- 0.0
Kentucky	18,844	17,874	970	5.4
Louisiana	18,794	20,768	- 1,974	- 9.5
Maine	7,343	7,193	150	2.1
Maryland	24,401	25,070	- 669	- 2.7
Massachusetts	33,581	29,725	3,856	13.0
Michigan	48,080	48,414	- 334	- 0.7
Minnesota	21,680	24,627	- 2,947	- 12.0
Mississippi	11,063	10,871	192	1.8
Missouri	30,733	31,487	- 754	- 2.4
Montana	4,145	4,417	- 272	- 6.2
Nebraska	9,367	9,371	- 4	- 0.0
Nevada	4,577	4,397	180	4.1
New Hampshire	5,571	4,740	831	17.5
New Jersey	28,855	29,923	- 1,068	- 3.6
New Mexico	8,159	8,166	- 7	- 0.1
New York	87,393	84,067	3,326	4.0
North Carolina	41,613	43,826	- 2,213	- 5.0
North Dakota	4,645	4,644	- 1	- 0.0
Ohio	48,947	48,511	436	0.9
Oklahoma	20,371	20,895	- 524	- 2.5
Oregon	15,064	16,709	- 1,645	- 9.8
Pennsylvania	43,102	49,458	- 6,356	- 12.9
Rhode Island	8,149	8,346	- 197	- 2.4
South Carolina	24,133	25,573	- 1,440	- 5.6
South Dakota	4,604	4,099	505	12.3
Tennessee	27,475	28,940	- 1,465	- 5.1
Texas	82,139	81,812	327	0.4
Utah	7,857	8,846	- [illegible]	- 11.2
Vermont	1,733	1,873	- [illegible]	- 7.5
Virginia	33,377	32,257	1,12[illegible]	3.5
Washington	28,953	29,074	- 121	- 0.4
West Virginia	9,721	8,805	916	10.4
Wisconsin	24,123	25,194	- 1,071	- 4.3
Wyoming	2,032	2,203	- 171	- 7.8
PUERTO RICO	5,549	6,375	- 826	- 13.0
ALL OTHER	2,302	2,175	127	5.8

1/ Excludes 79,324 service personnel in training.
2/ Excludes 94,208 service personnel in training.
3/ The number in training from the District of Columbia is overstated. See text section IIIJ1a(2).

PARTICIPATION RATE FOR VIETNAM ERA VETERANS BY STATE AND TYPE OF TRAINING

Cumulative Through April 1976

	Veteran Population	Total Trainees	TRAINEES: Percent of Veteran Population				
			Total	College	Other Residence Schools 1/	On-Job Training	Correspondence
GRAND TOTAL	8,008,000	4,350,825	54.3%	32.8%	8.9%	5.1%	7.4%
U.S. - State Total	7,917,000	4,323,941	54.6	33.0	9.0	5.2	7.5
Alabama	113,000	77,286	68.4	38.6	19.1	5.8	4.8
Alaska	14,000	7,058	50.4	29.3	10.9	4.6	5.7
Arizona	84,000	62,555	74.5	54.1	7.4	5.8	7.1
Arkansas	67,000	38,216	57.0	25.8	18.6	6.6	6.0
California	911,000	625,757	68.7	52.5	7.5	3.7	4.9
Colorado	111,000	72,834	65.6	42.6	9.5	4.4	9.1
Connecticut	118,000	51,103	43.3	23.9	5.5	7.4	6.4
Delaware	24,000	12,785	53.3	32.5	6.2	4.3	10.3
District of Columbia 2/	23,000	34,301	--	--	--	--	--
Florida	293,000	169,351	57.8	35.3	11.1	4.8	6.6
Georgia	192,000	109,193	56.9	26.4	19.4	5.5	5.6
Hawaii	33,000	24,760	75.0	47.7	11.0	9.7	6.6
Idaho	28,000	16,419	58.6	36.7	5.1	5.5	11.4
Illinois	393,000	192,257	48.9	29.6	6.5	4.8	8.0
Indiana	207,000	88,502	42.8	19.3	6.9	5.1	11.5
Iowa	102,000	49,660	48.7	23.4	10.2	4.5	10.6
Kansas	83,000	46,151	55.6	33.9	9.8	4.1	7.7
Kentucky	108,000	56,200	52.0	28.8	9.2	4.0	10.1
Louisiana	118,000	67,851	57.5	28.1	14.3	8.1	7.0
Maine	38,000	21,422	56.4	28.4	10.9	9.7	7.4
Maryland	174,000	79,310	45.6	28.1	6.6	4.5	6.3
Massachusetts	231,000	98,905	42.8	28.9	5.9	3.6	4.4
Michigan	333,000	175,825	52.8	31.8	6.5	4.5	10.0
Minnesota	169,000	85,357	50.5	23.7	12.7	7.2	7.0
Mississippi	57,000	32,941	57.8	31.6	12.5	7.1	6.5
Missouri	183,000	101,642	55.5	31.6	10.2	4.9	8.8
Montana	28,000	16,348	58.4	32.2	9.9	9.0	7.3
Nebraska	55,000	32,695	59.4	32.0	10.6	9.3	7.6
Nevada	25,000	13,700	54.8	33.2	10.1	3.6	7.9
New Hampshire	36,000	16,244	45.1%	26.8%	4.4%	7.2%	6.7%
New Jersey	262,000	101,846	38.9	21.6	6.2	4.3	6.7
New Mexico	38,000	28,413	74.8	43.3	16.2	5.3	10.0
New York	570,000	288,299	50.6	30.4	7.0	6.3	6.8
North Carolina	176,000	116,441	66.2	38.4	14.0	8.4	5.4
North Dakota	17,000	15,699	92.3	47.7	19.6	14.3	10.7
Ohio	410,000	180,463	44.0	23.4	6.5	4.4	9.8
Oklahoma	114,000	64,860	56.9	36.2	11.7	3.7	5.3
Oregon	105,000	55,121	52.5	36.5	5.5	5.1	5.3
Pennsylvania	442,000	192,218	43.5	19.7	7.6	5.5	10.7
Rhode Island	41,000	21,892	53.4	36.1	7.2	5.1	5.0
South Carolina	100,000	65,557	65.6	34.2	18.4	7.1	5.8
South Dakota	18,000	14,689	81.6	46.2	14.7	9.1	11.6
Tennessee	148,000	88,010	59.5	32.1	13.1	5.4	8.9
Texas	451,000	252,849	56.1	37.4	8.5	3.3	6.8
Utah	49,000	26,407	53.9	38.1	3.4	3.4	9.0
Vermont	19,000	6,795	35.8	16.6	3.8	8.4	6.9
Virginia	191,000	99,349	52.0	31.7	6.4	5.7	8.2
Washington	181,000	106,635	58.9	38.2	9.1	4.3	7.4
West Virginia	57,000	31,205	54.7	26.7	9.5	8.7	9.9
Wisconsin	164,000	82,898	50.5	25.9	7.7	5.7	11.3
Wyoming	13,000	7,667	59.0	36.9	5.2	7.4	9.5
PUERTO RICO	44,000	17,673	40.2	26.2	11.9	1.1	1.0
ALL OTHER 3/	47,000	9,211	19.6	16.2	1.5	0.8	1.1

1/ The Other Residence Schools percentage is derived by subtracting the correspondence percentage from the Other Schools percentage. This percentage will be slightly understated due to the small number of college level training contained in correspondence (about one percent).

2/ The number of trainees from the District of Columbia is overstated. See text section III.J.1.a(2).

3/ Includes persons training in U.S. Possessions and Territories and in other countries.

SOURCE: Department of Veterans Benefits, Information Bulletin 20-76-5 (1976)

TUITION AND FEES AT FOUR-YEAR PUBLIC COLLEGES (1976-77)

ALABAMA	
Alabama A&M University	410
Auburn University (Auburn)	549
University of Alabama (Birmingham)	645
Livingston University	540
University of Montevallo	410
ALASKA	
University of Alaska	472
ARIZONA	
Arizona State University	450
University of Arizona (Tucson)	450
Northern Arizona University	400
ARKANSAS	
University of Arkansas (Fayetteville)	400
University of Arkansas (Pine Bluff)	439
Arkansas Polytechnic Col.	430
Arkansas State University	400
Henderson State College	420
Southern State College	410
CALIFORNIA	
Cal. Maritime Academy	580
Cal. State Polytechnic U.	
Pomona	200
San Luis Obispo	189
California State Colleges	
Bakersfield	150
Dominguez Hills	190
San Bernadino	200
Sonoma	170
California State Universities	
Chico	200
Fresno	200
Fullerton	200
Humboldt	190
Long Beach	190
Los Angeles	200
Northridge	190
Sacramento	200
San Diego	200
University of California:	
Berkeley	638
Los Angeles	630
San Diego	636
COLORADO	
Colorado State University	700
U. of Colorado (Boulder)	756
CONNECTICUT	
U. of Connecticut	815
Southern Conn. State College	575
Western Conn. State College	550
DELAWARE	
Delaware State College	398
University of Delaware	795
DISTRICT OF COLUMBIA	
Dist. of Columbia Teachers Col.	135
Federal City College	135
FLORIDA	
Florida A&M University	645
Florida State University	675
University of Florida	660
Florida Atlantic University	690
Florida Technological University	675
U. of North Florida	675
U. of South Florida	675
GEORIGA	
Fort Valley State College	492
Georgia Inst. of Tech.	678
University of Georgia (Athens)	666
Albany State College	510
Armstrong State College	456
Augusta College	450
Columbus College	445
Georgia Southern College	486
Valdosta State College	483
West Georgia College	495
HAWAII	
University of Hawaii (Manoa)	478
IDAHO	
University of Idaho	430
Boise State College	362
Idaho State University	410
Lewis-Clark State College	311

ILLINOIS	
Southern Illinois U.	654
University of Illinois, Chicago Circle	687
University of Illinois, Urbana-Champaign	712
Eastern Illinois University	600
Governors State University	681
Sangamon State University	440
Southern Illinois University at Edwardsville	595
Western Illinois University	575

INDIANA	
Purdue University	750
Ball State University	720

IOWA	
Iowa State University	660
University of Iowa	682
University of Northern Iowa	630

KANSAS	
Kansas State University	558
University of Kansas	578
Fort Hays Kansas St. Col.	530

KENTUCKY	
Kentucky State University	460
University of Kentucky	480
Eastern Kentucky U.	440
Murray State University	434
Northern Kentucky St. Col.	460
Western Kentucky University	420

LOUISIANA	
Louisiana State University	440
Southern University	336
Grambling College	415
Louisiana Tech. University	360
McNeese State University	334
Northeast Louisiana U.	322

MAINE	
Maine Maritime Academy	940
University of Maine:	
Augusta	462
Farmington	600
Fort Kent	754
Machias	620
Presque Isle	600

MARYLAND	
U. of Maryland, College Park	780
U. of Maryland, Eastern Shore	500
Bowie State College	670
Coppin State College	601
Frostburg State College	834
Morgan State College	770
St. Mary's College of Maryland	600
Salisbury State College	600
Towson State College	700
U. of Maryland, Baltimore City	760

MASSACHUSETTS	
University of Massachusetts	636
Boston State College	1,500
Fitchburg State College	625
Framingham State College	600
Massachusetts College of Art	405
North Adams State College	680
Salem State College	625
Southeastern Mass. University	670
Westfield State College	645
Worcester State College	600

MICHIGAN	
Michigan State University	832
University of Michigan:	
LD	920*
UD	1,052*
Wayne State University:	
LD	927*
UD	1,019*
Central Michigan University	674
Eastern Michigan University	627
Grand Valley State College	720
Northern Michigan University	666
Oakland University	774
Saginaw Valley College	670
Western Michigan University	675

MINNESOTA	
U. of Minnesota, Twin Cities	819
Mankato State College	576
Moorhead State College	564

MISSISSIPPI	
Alcorn State University (Lorman)	588
Mississippi State University	668
University of Mississippi (Oxford)	704
University of Southern Mississippi	558

*LD = 1st and 2nd years
*UD = 3rd and 4th years

MONTANA	
Montana State University	520
University of Montana	549
Eastern Montana College	474
Western Montana College	600
NEBRASKA	
University of Nebraska at Lincoln	606
Kearney State College	568
University of Nebraska at Omaha	625
Wayne State College	588
NEVADA	
University of Nevada (Reno)	622
NEW HAMPSHIRE	
U. of New Hampshire (Durham)	1,097
Keene State College	750
Plymouth St. College of the University of New Hampshire	770
NEW JERSEY	
Rutgers U. (New Brunswick)	951
Jersey City State College	706
Montclair State College	679
Ramapo College of N.J.	700
Stockton State College	701
Trenton State College	704
NEW MEXICO	
New Mexico State University	552
University of New Mexico	520
NEW YORK	
City University of New York:	
LD	775*
UD	900*
Cornell University	1,800
State U. of New York (Albany)	
LD	850*
UD	1,000*
State U. of New York (Buffalo)	
LD	850*
UD	1,000*

*LD = 1st and 2nd years
*UD = 3rd and 4th years

NEW YORK (continued)	
State University of N.Y. Colleges:	
Brockport	740
Fredonia	745
Genesee	775
New Paltz	791
Old Westbury	975
Oneonta	786
Oswego	750
Plattsburgh	980
Potsdam	750
Purchase	845
Utica/Rome	895
NORTH CAROLINA	
N.C. A&T University	514
N.C. State University	524
Appalachian State University	604
East Carolina University	483
N.C. Central University	487
U. of N.C. at Wilmington	362
Western Carolina University	510
NORTH DAKOTA	
N.D. State University	504
University of North Dakota	528
Dickinson State College	477
Mayville State College	470
Valley City State College	478
OHIO	
Kent State University (Kent)	855
Miami University	950
Ohio State University	835
Central State University	663
University of Akron	780
University of Toledo	810
Wright State University	780
Youngstown State University	725
OKLAHOMA	
Langston University	409
Oklahoma State University	540
University of Oklahoma (Norman)	538
Central State University	335
Northwestern State College	369
OREGON	
Oregon State University	711
University of Oregon	739
Eastern Oregon State College	660
Southern Oregon College	685

PENNSYLVANIA

Pennsylvania State U.	1,149
Temple University	1,300
University of Pittsburgh	1,266
Bloomsburg State College	930
California State College	990
Cheyney State College	950
Clarion State College	940
East Stroudsburg St. College	890
Edinboro State College	870
Indiana U. of Pennsylvania	910
Kutztown State College	880
Lincoln University	1,068
Lockhaven State College	900
Mansfield State College	876
Millersville State College	884
Slippery Rock State College	940

RHODE ISLAND

University of Rhode Island	954
Rhode Island College	700

SOUTH CAROLINA

Clemson University	720
S.C. State College	520
University of S.C.	662
Francis Marion College	410
Winthrop College	620

SOUTH DAKOTA

S.D. State University	693
University of S.D.	682
Black Hills State College	745
Dakota State College	675
U. of S.D. at Springfield	620

TENNESSEE

Tennessee State University	452
Austin Peay State U.	41[illegible]
East Tennessee State U.	426
University of Tennessee:	
Chattanooga	500
Martin	510

TEXAS

Prairie View A&M U.	460
Texas A&M University	410
Texas Southern University	358
Texas Tech. University	363
University of Houston	352
University of Texas (Austin)	354
Angelo State University	375

TEXAS (continued)

East Texas State U.	340
North Texas State U.	385
Sam Houston State U.	280
Southwest Texas State U.	370
Stephen F. Austin U.	280
Texas A&I U. (Kingsville)	380
West Texas State U.	320

UTAH

University of Utah	525
Utah State University	512
Weber State College	480

VERMONT

University of Vermont	1,348
Johnson State College	752
Lyndon State College	752

VIRGINIA

University of Virginia	734
Virginia Poly Inst. & State U.	660
Virginia State College	782
Longwood College	805
Madison College	700
Mary Washington College	820
Old Dominion University	620
Radford College	702

WASHINGTON

University of Washington	564
Washington State University	564
Central Washington St. College	507
E. Washington St. College	507
Evergreen State College	507
W. Washington State College	500

WEST VIRGINIA

West Virginia University	403
Bluefield State College	306
Concord College	320
Fairmont State College	298
Marshall University	331
Shepherd College	334
West Liberty State College	320
W. Va. Institute of Tech.	322
West Virginia State College	300

WISCONSIN

University of Wisconsin:	
Madison	671
Milwaukee	684
Eau Claire	700
La Crosse	750
Oshkosh	690

WYOMING

University of Wyoming	434

SOURCES:

1. 1976-77 Student Charges at State and Land-Grant Universities, National Association of State Universities and Land Grant Colleges, Office of Research and Information

2. Student Expenses at Postsecondary Institutions 1976-77, College Scholarship Service of the College Entrance Examination Board.

NOTE: While the gap between Eastern and Midwestern states and Sunbelt states may not appear to be so great, this is because the states in the South and West recently raised their charges while the Eastern and Midwestern states were much higher throughout the life of the GI Bill.

Washington Post

SUNDAY, DECEMBER 12, 1976 Phone (202) 223-6000 Classified : Circulation

Scholarships Spread Unevenly By GI Bill, Analysis Reports

By William Greider
Washington Post Staff Writer

The GI Bill pumps out $5 billion in scholarship money for Vietnam veterans every year, but the money is spread across America in an uneven manner—heavily favoring the Sun Belt states of the South and West.

Over the last eight years, California, with 911,000 veterans, has received $3.2 billion in GI checks New York, by comparison, has 570,000 vets and got only $1.1 billion in benefits.

Texas got $1.2 billion in benefit checks to its 451,000 veterans. Pennsylvania has about the same number of Vietnam veterans but received only $781 million in aid checks.

During those eight years, the states of the South and West got $11.6 billion of the $19.6 billion spent in the GI Bill program. The South and the West have 4 million veterans while the rest of the nation has 3.9 million veterans.

These statistical comparisons are contained in a new analysis of the GI Bill prepared by Stuart F. Feldman, consultant to the U.S. Conference of Mayors and National League of Cities, as an argument for major changes.

Feldman, a former government aide on veterans education, concluded that "Sun Belt states' veterans have used billions of dollars more in GI Bill education benefits than their compatriots who returned to Eastern and Midwestern states."

His report is aimed at the emerging coalitions of Eastern and Midwestern governors and members of Congress who intend to lobby the Carter administration to reclaim a greater share of federal aid for their states.

The principal reason why states like California and Texas and other Sun Belt states draw more GI money is that a higher percentage of their veterans are taking advantage of the GI benefits to obtain either college or technical educations. Feldman said the participation is higher in those states because the tuition rates are generally lower and statewide systems of junior colleges make higher education cheaper and more accessible.

Among the 10 states with the highest participation rates, all are from the South or West. In Arizona, for instance, 54 per cent of its 84,000 veterans have enrolled at either junior colleges or four-year colleges. In New Jersey, where public tuitions are generally higher, only 22 per cent of its 262,000 veterans have done so.

The 10 states with the lowest participation are in the East and Midwest except for Arkansas. The worst rate is Vermont where only 17 per cent of the state's 19,000 veterans have used the GI Bill for college. Nationally, the average is 33 per cent.

Another 23 per cent of the nation's 7.9 million eligible veterans have enrolled in technical or vocational schools under the GI Bill. The overall participation rate, therefore, is about 56 per cent, about the same as under the GI aid which followed World War II.

Feldman reported that when GI Bill dollars are measured against state populations, the per capita aid is $3,300 in the West compared to $1,800 in the mid-Atlantic states and $2,073 in New England.

When this disparity was debated in Congress two years ago, the main argument on the other side was that the Southern and Western states draw a larger share of the federal money only because those states have already spent more of their own money in order to provide low-tuition colleges and statewide networks of junior colleges.

Feldman's report argues that the present formula also creates inequities among veterans themselves so that, unlike the different system which applied to World War II vets, a Vietnam veteran from New Jersey or Pennsylvania is handicapped in his educational potential, compared to fellow veterans from the West.

Under the current formula, a single veteran receives $292 per month which must cover all his living costs and tuition. If he is married with children he receives more, but there is no differential based on how much he must pay to go to a particular college.

"A veteran can attend San Francisco State and spend only 15 per cent of his GI Bill for education," Feldman said. "He's left with $2,230 for subsistence or $248 per month. A veteran from the same company may have returned to Philadelphia where he will have to spend $1,130 for education or 57 per cent of his GI Bill, leaving him with $126 per month for subsistence."

Many veterans in Eastern states faced with the higher tuitions and less money for living costs, find it impossible to go back to school, Feldman said, especially if they are married.

Feldman predicts the Eastern and Midwestern states will suffer beyond the economic loss when the pattern of veteran education eventually adds disadvantages in their work force in competition with the fast-growing Sun Belt states.

His proposals for remedying the disparities include a tuition equalizer which would employ an education voucher to help veterans attend more expensive institutions.

Feldman said the increased cost of tuition aid could be offset partly by applying an income test to all veterans and reducing monthly checks for veterans who have full-time incomes while they are attending school.

The cutoff date for eligibility under the Vietnam aid is Dec. 31 for those entering the armed services, but those who have qualified for GI aid have 10 years in which to take advantage of it.

NATIONAL LEAGUE OF CITIES

UNITED STATES CONFERENCE OF MAYORS

NEWS

FOR RELEASE 6:00 p.m. E.S.T.
Wednesday, December 8, 1976

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CITIES' GROUPS FIND THAT GI BILL HEAVILY FAVORS SUNBELT STATES: EASTERN AND MIDWESTERN STATES TRAIL

The National League of Cities and U. S. Conference of Mayors issued a report that concludes that the use of GI Bill education money spent in fiscal year 1976 tends to favor sunbelt states in the South and West. The report was released on the eve of the meeting between President-elect Carter and the Coalition of Northeastern Governors who are expressing concern that sunbelt states are favored in federal programs over frostbelt states.

"The GI Bill, the largest single federal education and training program, is just one more example of federal policies which hurt the large cities of the Northeast and Midwest," said Stuart Feldman, spokesman for the veterans study. "It is particularly unfortunate", he said, "when considered against the precedent of the WW II GI Bill, which gave veterans everywhere an equal chance at education for equal military service". With nearly the same number of Vietnam veterans, states in the sunbelt region used 45 percent more ($3.658 billion) in federally-financed GI Bill funds than Eastern and Midwestern states between FY 68-76. The states included in the newly formed Coalition of Northeastern Governors are home to 1,683,000 veterans, or 21.3% of the nation's Vietnam veterans but received only $2.035 billion, or 10.3% of the nation's total GI Bill spending. These figures represent a mortgage on the future of the Northeast, the report said.

The report, "Sunbelt States Reap GI Bill Bonanza," analyzed the GI Bill of Rights for Education -- the nation's largest single education and training program which paid out over $5 billion in FY 1976. It showed, for example, that since 1966 the following percentages of eligible Vietnam veterans used the GI Bill for college and junior college education in: Arizona 54.1%; California 52.5%; Texas 37.4%; New York 30.4%; Ohio 23.4%; and Pennsylvania 19.7%.

Key reasons advanced by the report that veterans can use sunbelt campuses is that those states generally have accessible low-cost public education institutions and a lower cost of living that enables their fixed dollars to go further. The report recommends

corrective action by means of tuition equalizer legislation passed either by the Congress or by individual Eastern and Midwestern states to give all veterans the same chance at education.

The study showed Californians used a total of $3.173 billion in GI Bill benefits between FY 1968 and 1976, with more dollars being spent in FY 1976 than ever before. New York State's 567,000 veterans, whose total is 63 percent of California's 891,000 veterans population, used only $1.124 billion. If New York veterans used the benefits at the same rate as California veterans, close to another billion dollars, or $867 million, would have been paid into the state. Similar numbers apply in other Eastern and Midwestern states, according to the report.

But, the sunbelt states take no dollars from individual veterans in other states. Under the GI Bill's open-ended legislation, the more Eastern and Midwestern states' veterans that enroll, the more dollars Congress makes available, the report said.

The report noted that, while "the draft ignored state lines, for many veterans the GI Bill stopped at theirs." Equal service thus provides, in practice, unequal educational opportunities. The report added that because the traditional factors in drafting legislation went unconsidered in the 1966 struggle to get any GI Bill enacted over Johnson Administration resistance, veterans living in the "wrong" states have suffered ever since.

Recognizing that one version of the American Dream consists of financial education assistance when a person needs it to gain the skills to be competitive in the job market, the report called the disproportionate use a "mortgage on the future" of the East and Midwest. Despite the end of the war, the issue continues to be important because 6.2 million Vietnam veterans are still eligible for benefits. They have up to 10 years from their discharge date to exhaust their accrued benefits.

Pointing out tuition equalizer legislation passed the Senate in 1974 only to die in conference, the report cited recent support from a Veterans For Carter task force report issued in October.

The League and Conference have operated the Veterans Education and Training Service Project since 1971, with support from the Office of Economic Opportunity and the Community Services Administration. A recent CSA grant enabled the project to expand to 10 new cities.

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Copies of the complete report, if not attached, are available from: Stuart Feldman, Suite 931, 1346 Connecticut Avenue, N.W., Washington, D.C. 20036 (202) 466-2190.